



STATE OF WASHINGTON

DEPARTMENT OF CORRECTIONS

P.O. Box 41101 • Olympia, WA 98504-1101 • (360) 753-2500

FAX Number: (360) 664-4056

Introduction

I am pleased to submit the Department of Corrections' 1999-2005 Strategic Plan. In this plan, we summarize the Department's history, discuss future challenges, and specify objectives and strategies to meet our goals.

The Department is committed to maintaining an organization which continually evaluates and improves business practices to ensure the best use of state resources. Employees from all levels within the organization participated in a quality process to develop this plan.

The plan includes long-term quality improvements in "Challenges and Future Directions" and short-term process improvements in the 1999-01 Biennium strategies. The 1999-01 Biennium objectives include brief summaries of research which are relevant to a particular objective or its related strategies and performance measures.

The Joint Legislative Audit and Review Committee recommended in their July 1998 Department of Corrections Performance Audit Report that the Department clarify relationships between goals, objectives, and performance measures. We have improved our plan by establishing stronger links between goals and objectives, and by using improved performance measures as key management tools to monitor progress.

Our mission, challenges, goals, and objectives provide a powerful sense of direction. Our performance measures instill responsibility and accountability. By following the strategic plan, we will demonstrate our commitment to the Legislature, the community, and the criminal justice system to work together for safe communities.

Sincerely,

Joseph D. Lehman
Secretary

"Working Together for SAFE Communities"

TABLE OF CONTENTS

	<u>Page</u>
Vision/Mission/Authority Statement	3
Values	4
Overview	5
Organization and Program Description	6
Population Trends	13
Financial Outlook	18
1999-2005 Challenges and Future Directions	24
1999-2005 Goals	37
Objectives/Strategies/Performance Measures for the 1999-01 Biennium	40
Appendix: Information Technology Strategic Plan	74
Notes	82



State of Washington
Department of Corrections

The Washington State Department of Corrections
Strategic Plan is published yearly by the Department of
Corrections. Comments may be submitted to:

Kathy Smith, Budget Manager-Special Projects,
Vicki Rummig, Budget Analyst,
or
Debbie Thie, Administrative Assistant
Budget Office, OAS
P.O. Box 41113
Olympia, Washington 98504-1113

Design & Typesetting by Kimberly Isham, Graphic Designer



VISION STATEMENT

Working together for safe communities.

MISSION STATEMENT

The Department of Corrections will enhance community safety by collaborating with its criminal justice partners, victims, citizens, and other stakeholders; administering criminal sanctions and effective correctional programs; and providing leadership for the future.

AUTHORITY STATEMENT

The Department of Corrections was created in 1981 by the Washington State Legislature. The enabling legislation for the Department is contained in Chapter 72, Revised Code of Washington.

We Value

STAFF AS OUR GREATEST ASSET

We are committed to the personal and professional development of our staff and actively seek staff involvement and a shared sense of commitment and service at all levels.

PROFESSIONALISM AND QUALITY OF SERVICE

As correctional professionals, we demonstrate our commitment through competency, accountability, and pride in work.

A SAFE, HEALTHY WORK ENVIRONMENT

We are committed to providing a safe and healthy environment for staff and offenders.

RESPECT FOR INDIVIDUALS

We recognize the diversity of individuals and their contributions and we strive to treat all people—offenders, staff, and public—with dignity and understanding.

CLEAR, OPEN, HONEST COMMUNICATION

We encourage communication that promotes unity, productivity, and understanding.

PEOPLE'S ABILITY TO GROW AND CHANGE

We acknowledge that people—offenders and staff—have the need and ability to grow and change and we support their endeavors.

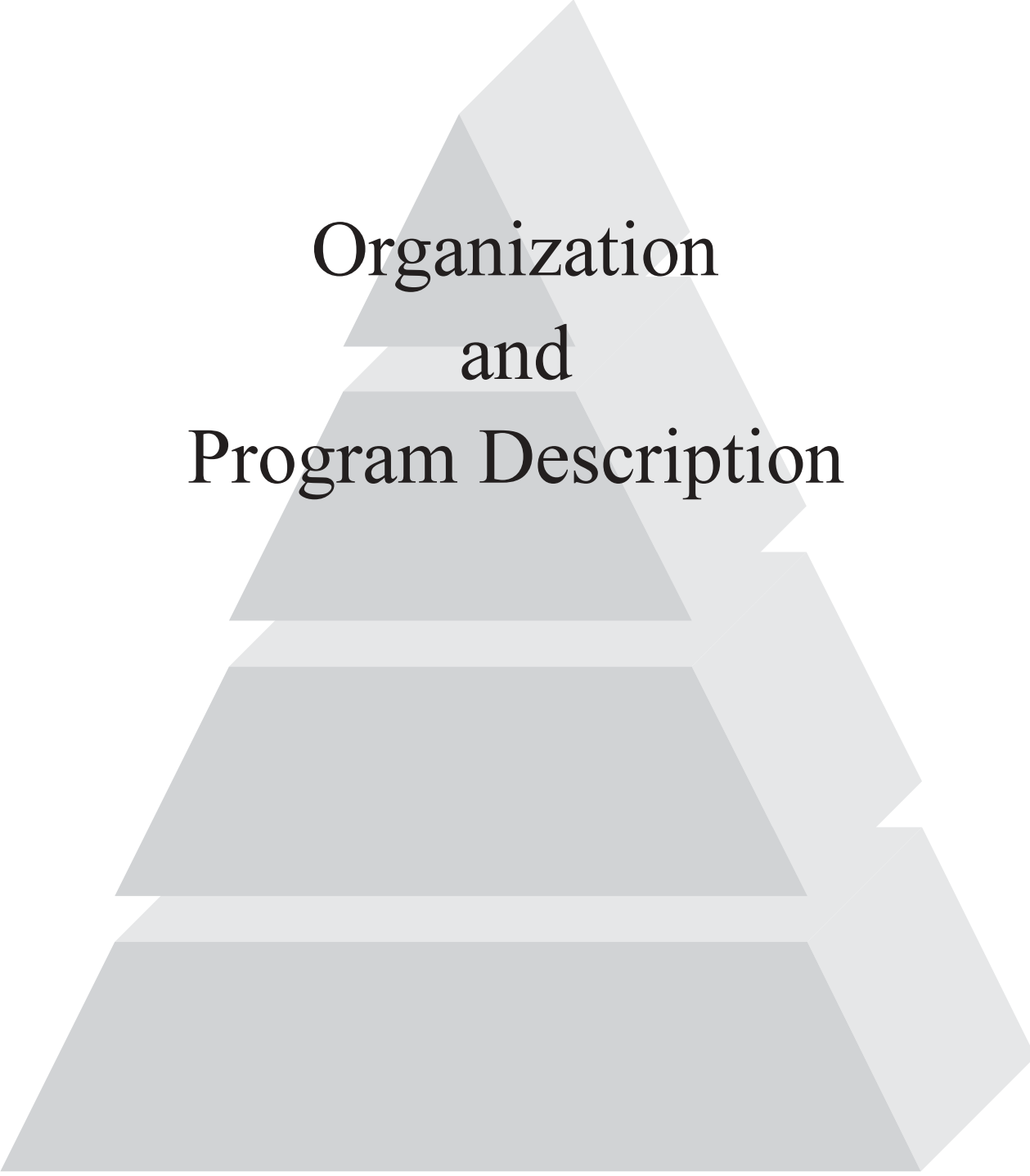
COMMUNITY INTERACTION

We encourage positive interaction with the community as we strive to promote public safety, community protection, and public understanding.



This Statement of Values was developed by our employees to clearly articulate the principles that guide our behavior and the vision that will shape our future.

**Overview Divider page here
(corel draw)**



Organization and Program Description

ORGANIZATIONAL STRUCTURE

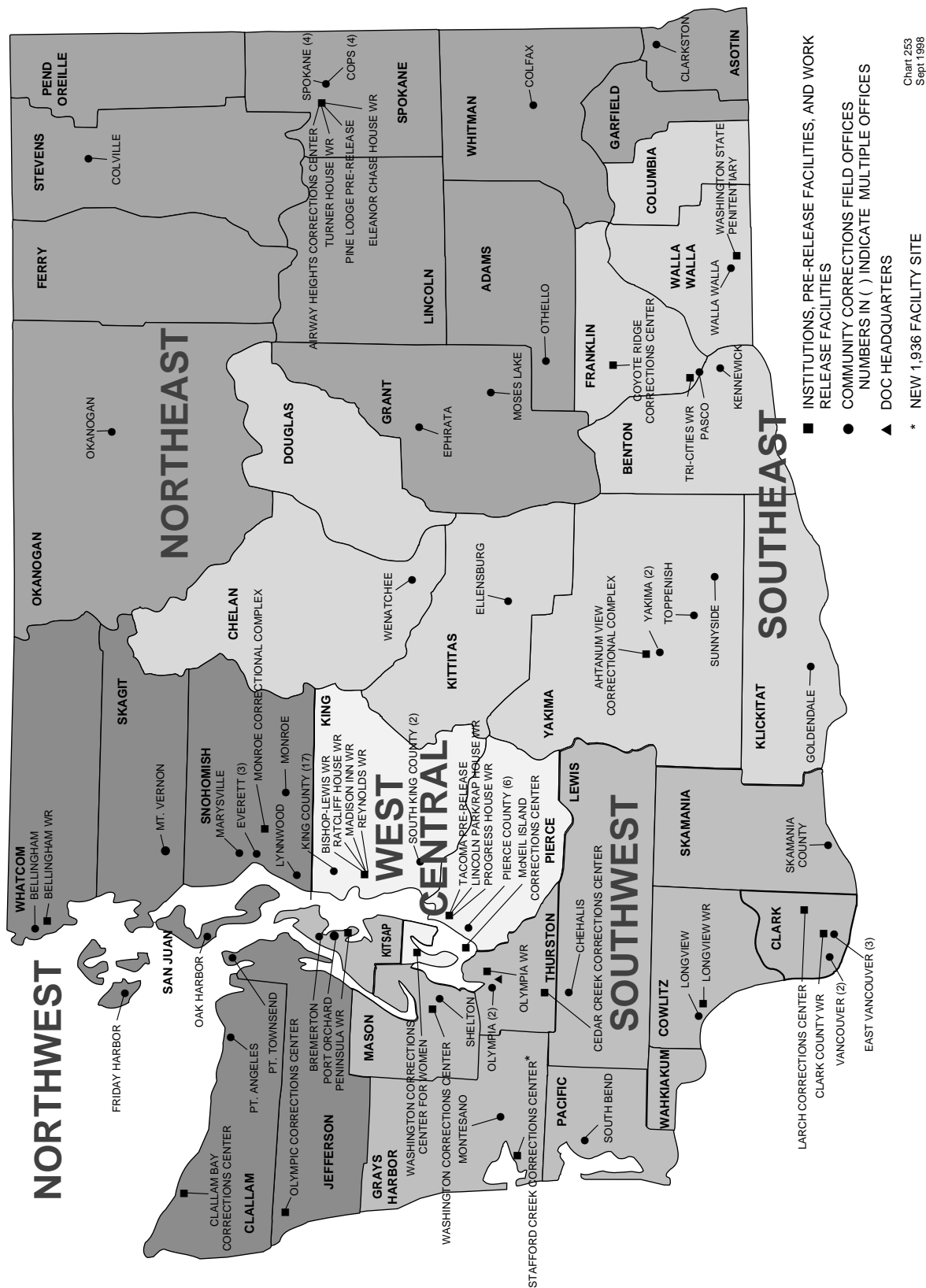
The Department of Corrections is organized into three offices:

- ▲ **The Office of the Secretary** includes the functions of public information, legislative and constituent affairs, quality, planning and research, community protection and victim/witness notification, workplace diversity, policy, and facility siting.
- ▲ **The Office of Correctional Operations** includes the following:
 - ▲ Correctional facilities, consisting of eight major institutions, five minimum institutions, two pre-releases, and 16 work releases. The Department will house over 15,600 incarcerated offenders in these facilities by the end of the 1999-01 Biennium.
 - ▲ Community-based supervision includes supervision of offenders living in the community, partnerships with local criminal justice agencies, monitoring of legal financial obligations, community service, and balanced interventions. By the end of the 1999-01 Biennium, nearly 60,000 offenders living in the community will be under active departmental supervision.
 - ▲ Correctional Industries offers offenders employment, work experience, and training, and develops and implements partnerships with industries to help reduce the tax burden of corrections.
 - ▲ Programs are provided to offenders while incarcerated or under supervision. They include Adult Basic Education, sex offender treatment, chemical dependency treatment, and health care services.
- ▲ **The Office of Administrative Services** includes the functions of human resources, financial and management services, information technology, risk management and safety, contracts and regulations, and capital programs.

For budget and accounting purposes, the above three offices are organized into five programs:

- ▲ Administration and Support Services, which includes the Office of the Secretary and the Office of Administrative Services.
- ▲ Correctional Operations, which includes correctional facilities and offender programs.
- ▲ Community Supervision.
- ▲ Correctional Industries.
- ▲ Interagency Payments, which includes funding for services provided by other agencies, such as legal services, self-insurance, consolidated mail, auditing, etc.

Department of Corrections



INSTITUTIONS OVERVIEW

Major Institutions

The eight corrections centers that primarily house maximum, close, and medium custody offenders are referred to as major institutions. Major institutions emphasize education, vocational training, work assignments, and employment. All offenders capable of doing so are encouraged to work or to participate in an educational or vocational program. The Department provides chemical dependency programs, sex offender treatment programs, in-patient mental health treatment, intensive management for offenders with severe behavior problems, and various offender change programs.

Minimum Institutions

An offender in a major institution typically progresses to one of five minimum institutions when his or her behavior and release date warrant a “promotion.” The focus of minimum institutions is to further develop a work ethic in offenders. Basic education, chemical dependency treatment, and religious programs are also emphasized.

Work Ethic Camp

The Work Ethic Program is based on the concept that offender recidivism can be reduced if the offender is required to complete a highly structured, goal-oriented work program, drug rehabilitation, and intensive life management and work ethic training. Offenders successfully completing the prison phase at the Work Ethic Camp will have their term of confinement reduced. Offenders are then referred to community custody to serve the remainder of their sentence.

Pre-Release Facilities

The Department operates two pre-release facilities that offer a variety of unique services to offenders who are 18 months or less from release. Pre-release is a total confinement transitional program that provides a preparation period between prison and work release.

In pre-release, offenders receive vocational training, job seeking assistance, life skills training, chemical dependency treatment, and other services. Offenders may remain in pre-release up to 12 months and may transfer to work release or be released directly into the community.

Work Release Facilities

Work release is the Department’s primary community release program. It provides an opportunity for offenders to successfully transition back to the community with employment and an approved residence. Work release offenders are released to the community for employment, job seeking, education, training, treatment, or other approved activities. These releases are closely supervised by work release staff. The Department operates 16 work release facilities in most urban areas statewide to provide offenders with transition opportunities.

COMMUNITY CORRECTIONS OVERVIEW

Community corrections is responsible for supervision of felony offenders in the community. Supervision is a sentence component imposed by the court which may include community placement or community supervision. The type of supervision imposed varies with the type of offense committed; accordingly, the conditions of the supervision component vary with the type of supervision imposed.

Community Placement

Community placement begins upon completion of a term of incarceration in one of the Department's institutions. It refers to a specified period of time during which an offender is living in the community but is still subject to certain custody conditions and/or post release supervision. Unless waived by the court, offenders must maintain full time employment or education, or perform community service.

Community Supervision

Many offenders under Department supervision never serve time in a prison. Instead, they receive a non-prison sentence that includes a supervision component. The length of supervision is typically one to two years, although sex offenders may be sentenced to a supervision term of up to 11 years.

Legal Financial Obligations

Every felony offender sentenced within the state of Washington is required to pay at least one court-ordered legal financial obligation (LFO) – the crime victim's compensation fee. In addition, offenders living in the community while supervised by the Department are required to pay supervision fees. Department staff are responsible for monitoring the collection of all court-ordered LFOs. All offenders can be supervised up to ten years for the purpose of collecting monetary obligations.

Community Service

Community service is generally ordered as an alternative to a jail sentence, but is also used as an alternative sanction for violations of community supervision sentences. Offenders sentenced to community service complete a specified number of hours volunteering for state, county, city, or non-profit organizations.

OFFENDER PROGRAMS

Education

The Department offers five types of education programs to offenders: Adult Basic Education; GED Preparation; English as a Second Language; Job Readiness; and Vocational Skills Training.

Mental Health Services

The Department provides treatment for offenders committed to the Department's care who have serious mental disorders. Treatment includes in-patient and out-patient group and individual counseling, skills training, and medication.

Chemical Dependency Treatment

The Department provides a continuum of care tailored to the individual offender's need. Treatment is provided at all institutions, as well as to offenders residing in the community under Department supervision.

Religious Program

The Department supports offenders choosing to practice their religion by employing non-denominational chaplains, providing space for religious activities, recruiting religious volunteers from all faith groups, and providing access to religious materials.

Offender Change Programs

These programs are designed to change offender behavior and include the following:

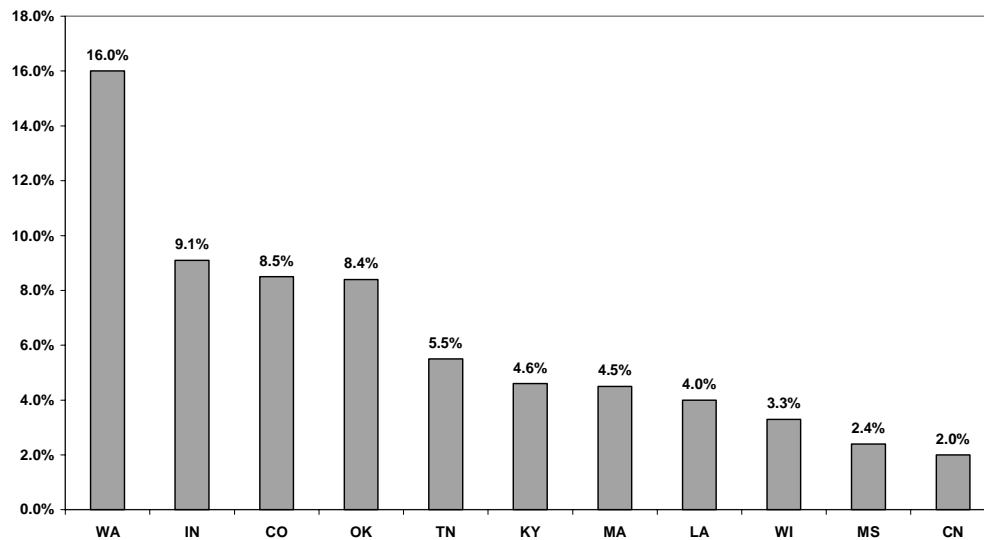
- ▲ Sex Offender Treatment Program: This program is designed to help the offender learn to reduce and control his or her risk and to help the community better monitor and control offender risk.
- ▲ Moral Reconciliation Therapy: A step-by-step cognitive behavioral program designed to help offenders analyze their lives, set and achieve goals, and make decisions at a higher level of moral reasoning.
- ▲ Relapse Education Program: A cognitive behavioral program for chemically dependent or antisocial offenders designed to increase sobriety, decrease criminal behavior, and increase pro-social behavior. Alcoholics Anonymous or Narcotics Anonymous attendance is required.
- ▲ Victim Awareness Education Program: Attempts to raise awareness of victim impact and build empathy toward victims of crime.
- ▲ Life Skills Training: Programs designed to teach offenders the skills necessary to function in everyday life. Individual courses may focus on job-seeking, budgeting, anger and stress management, goal-setting, or other similar skills.

OFFENDER EMPLOYMENT

Seventy percent of incarcerated offenders are employed in one of the industries listed below:

- ▲ Class I industries are private-sector companies which set up operations within correctional institutions. The company provides the management, on-site supervision, on-the-job training, and all machinery and equipment.
- ▲ Class II industries are managed directly by Correctional Industries. Correctional Industries staff supervise offender labor in 33 different industries within correctional institutions. These operations are aimed at reducing the cost of goods and services for tax-supported agencies and non-profit organizations while providing work experience and training for offenders.
- ▲ Class III industries are managed directly by Department staff at each institution and pre-release facility and include jobs in food service, groundskeeping, laundry, maintenance, and office assistance. These jobs are vital to the smooth operation of the institutions. They also provide offenders with initial training and work experience while introducing them to the work ethic and giving them new skills. Using offenders for these jobs reduces the financial burden to taxpayers.
- ▲ Class IV industries involve community work supervised by Department staff at minimum security institutions. The Class IV program is designed to provide services to the institutions' host communities at a reduced cost. Public and non-profit agencies may hire Class IV workers to work on-site at their locations. The hiring agency provides work supervision and pays gratuity wage.

CORRECTIONAL INDUSTRIES (Class I and II)
PERCENTAGE EMPLOYED
States with Offender Populations Between 10,000-20,000



Source: Correctional Industries Association 1997 Directory.

Chart 12

With nearly 16 percent of the Department's offenders employed in Class I and II Correctional Industries jobs, Washington ranks highest among states with offender populations between 10,000 and 20,000.

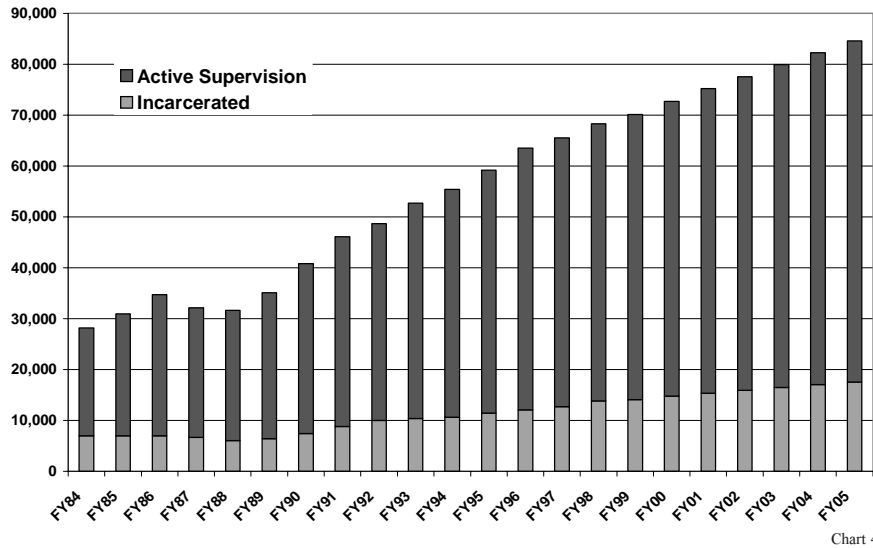


Population Trends

OFFENDER POPULATION

Offender population is the major budget driver for the Department of Corrections.

**TOTAL OFFENDER POPULATION GROWTH
(Incarcerated and Active Community Supervision)
Fiscal Years 1984 through 2005**

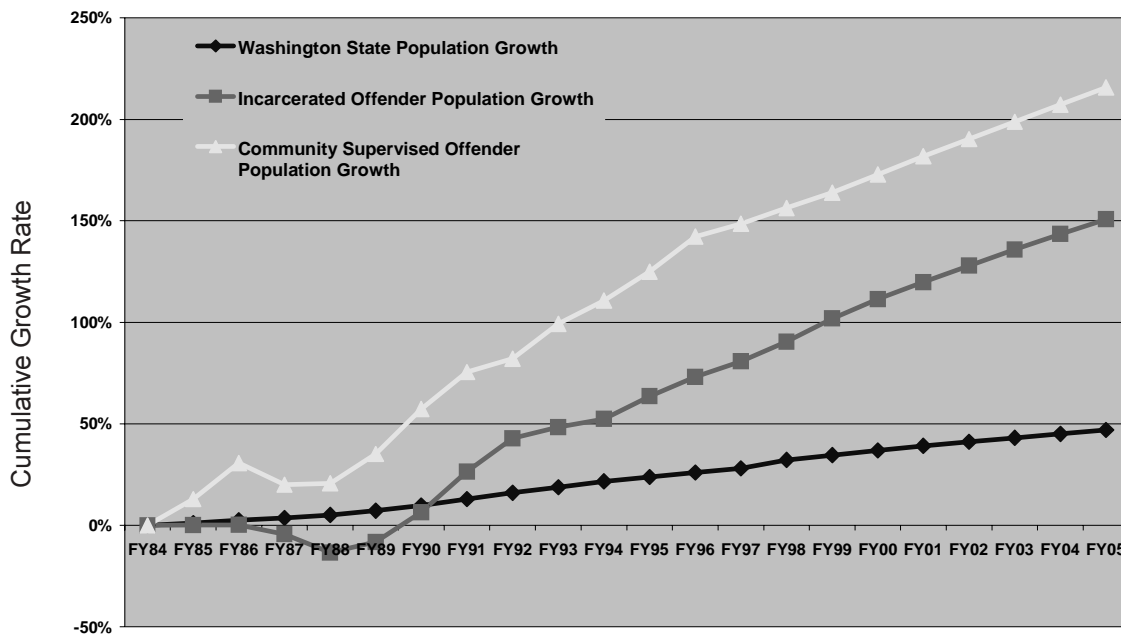


Source: Caseload Forecast Council May 1998 Official Forecast.

The total number of offenders under the Department's jurisdiction, either incarcerated or on active supervision in the community, has more than doubled since Fiscal Year 1984.

At over 68,000 in Fiscal Year 1998, the Department's population of offenders (incarcerated and on active supervision in the community) is expected to reach over 75,000 by the end of Fiscal Year 2001.

**THE OFFENDER POPULATION IS GROWING AT A FASTER RATE
THAN THE WASHINGTON STATE POPULATION
Fiscal Years 1984 through 2005**

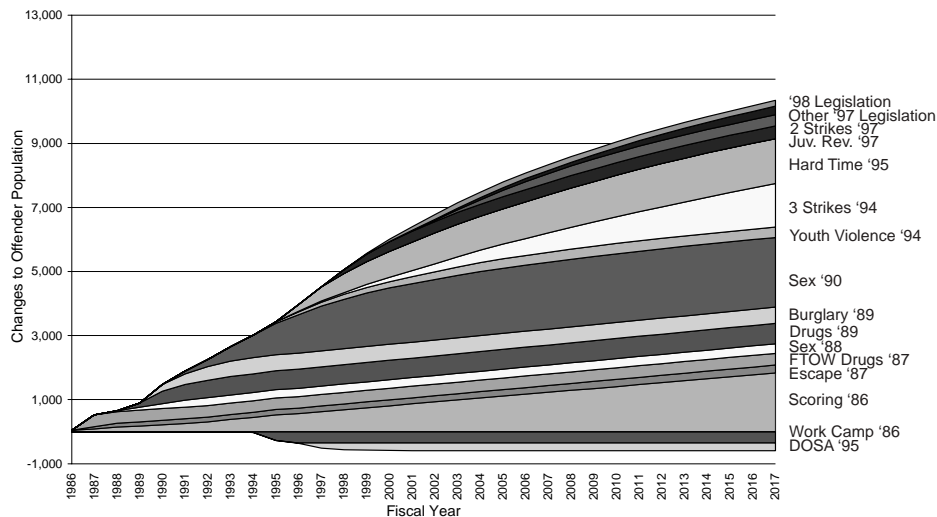


Source: Caseload Forecast Council May 1998 Official Forecast.
Washington State Population Forecast, November 1997.

THE IMPACT OF SENTENCING LAWS ON OFFENDER POPULATION

In response to the public's increased concern about crime, recent legislation has generated longer sentences and has focused on different types of offenders than in the past.

CUMULATIVE EFFECTS OF CRIMINAL JUSTICE LEGISLATION 1986 through 1998 Legislative Sessions



Source: Caseload Forecast Council, July 17, 1998.

Chart 1

Initiative 159 ("Hard Time for Armed Crime"), enacted in 1995, will increase the prison population by nearly 1,300 offenders by 2010.

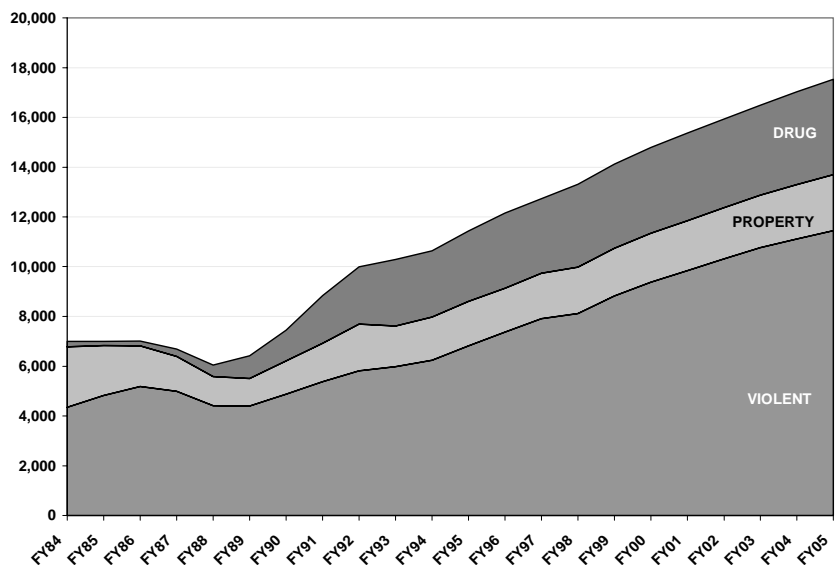
Initiative 593 ("Three Strikes You're Out"), enacted in 1994, will add an estimated 830 offenders with mandatory life sentences by 2010.

The average length of stay in incarceration has increased from 20 months in Fiscal Year 1992 to 21.8 months in Fiscal Year 1998.

CHARACTERISTICS AND GROWTH OF THE PRISON POPULATION Fiscal Years 1984 through 2005

The offender population began changing rapidly in Fiscal Year 1987. At that time, drug offenders accounted for four percent of the population, property offenders 21 percent, and violent offenders 75 percent.

By Fiscal Year 1998, the drug offender population reached nearly 22 percent, while property offenders decreased to 15 percent and violent offenders decreased to 63 percent of the total.



Source: Caseload Forecast Council May 1998 Official Forecast.

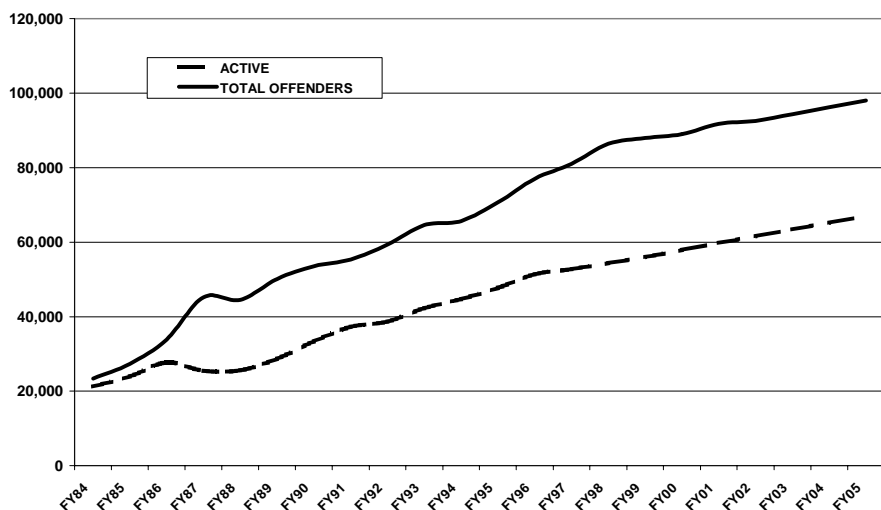
Chart 7

THE IMPACT OF SENTENCING LAWS ON OFFENDERS ON COMMUNITY-BASED SUPERVISION

Offenders sentenced to prison for committing specific offenses on or after July 1, 1988, receive a mandatory 12-month community placement sentence.

The 12-month community placement sentence was increased to two years for offenders sentenced to prison for committing any sex offense or any serious violent offense after June 30, 1990.

**COMMUNITY CORRECTIONS TOTAL
AND ACTIVE OFFENDER CASELOAD**
Fiscal Years 1984 through 2005



The community corrections caseload at the end of Fiscal Year 1998 included 54,000 offenders on active supervision.

Of these, only nine percent came to community-based supervision from prison; the other 91 percent are serving sentences that do not require prison incarceration.

Chart 5

**COMMUNITY CORRECTIONS TOTAL
WORKLOAD POINTS**
Fiscal Years 1992 through 2001

Workload points equate to the hours that are required to supervise offenders at the different levels of supervision. A typical community corrections officer is assigned 119 workload points per month.

Workload points increased 67 percent from Fiscal Year 1992 through Fiscal Year 1998.

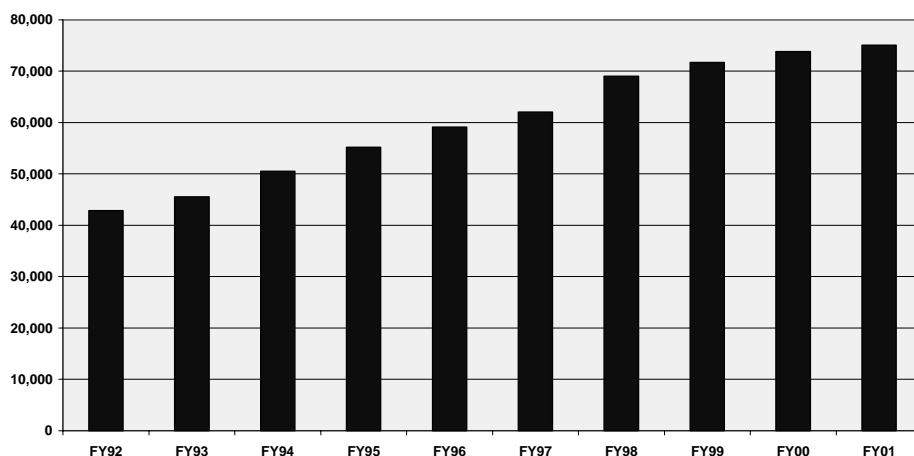


Chart 27

RECIDIVISM

Recidivism in the broadest sense refers to offenders who relapse into criminal activity after having been convicted of a crime. Interstate comparisons of recidivism are not realistic because states do not use a consistent definition. The Washington State Department of Corrections defines recidivism as the return within five years after release to a Washington State adult correctional facility of an offender who was either paroled or discharged from such a facility.

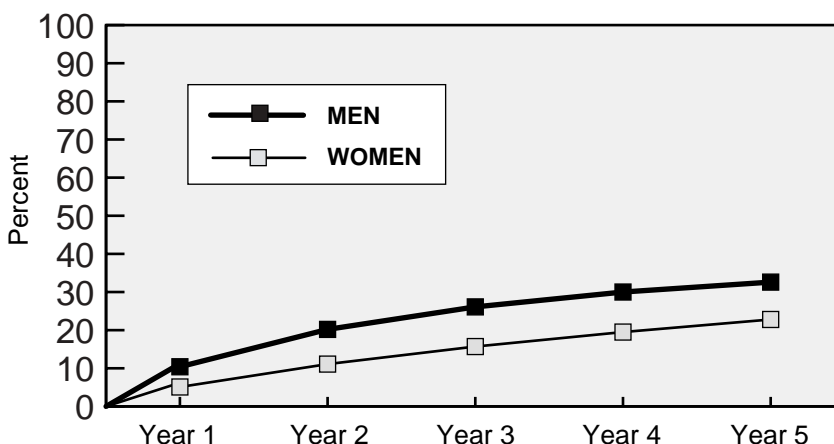
The most current information available shows that the overall recidivism for Washington State prisons is 32 percent (i.e., 32 percent of offenders are returned to prison for a new conviction within five years of release).

PERCENT RETURN						
<u>Release Year</u>	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>	<u>Total</u>
1985	10.2	9.4	4.7	4.2	3.4	31.9%
1986	9.3	8.3	5.0	4.8	3.5	30.9%
1987	8.8	8.5	6.5	3.7	2.5	30.0%
1988	12.1	10.9	6.5	3.6	1.4	34.5%
1989	12.3	10.0	5.4	2.7	2.2	32.6%
1990	12.1	11.0	5.8	4.1	2.4	35.4%
1991	10.9	8.9	5.3	3.5	2.8	31.4%
1992	8.9	9.4	6.0	4.6	3.1	32.0%
1993	8.8	9.8	6.1	3.8		
1994	8.8	9.0	6.1			
1995	9.2	9.1				
1996	9.8					
Average	10.0	9.5	5.8	3.9	2.6	

Chart 110

AVERAGE PERCENT RETURNED TO PRISON
During the Five Years Following Release
(Cumulative Returns)

Within five years, significantly fewer of the women had returned to prison (22 percent) than was true of the men (33 percent).

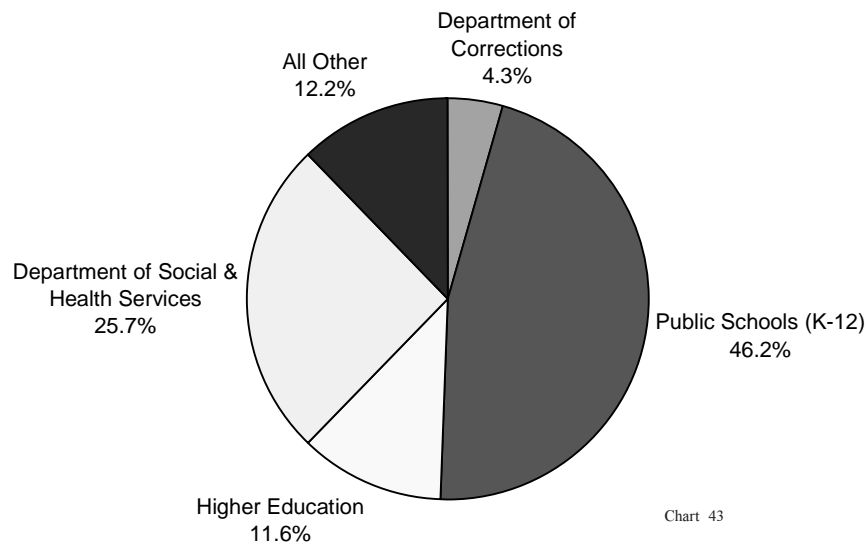




Financial Outlook

THE COST OF CORRECTIONS

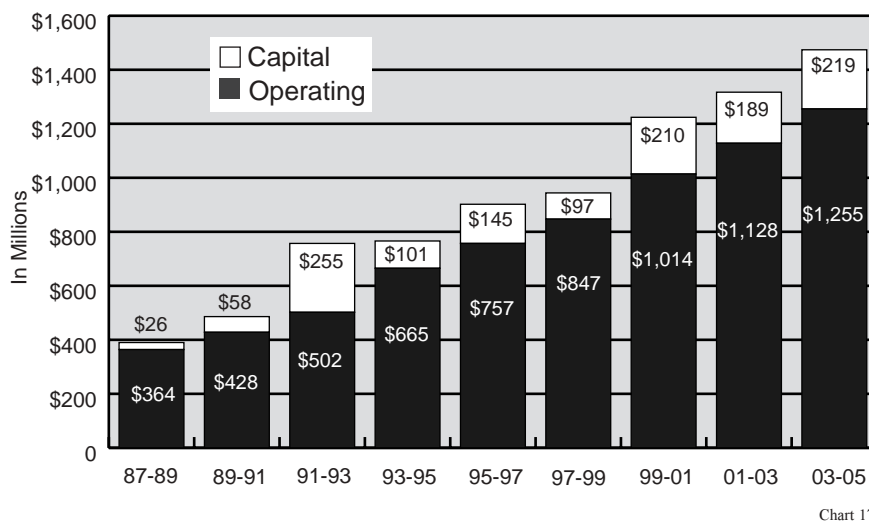
WASHINGTON STATE OPERATING BUDGET GENERAL FUND-STATE 1997-99 Biennium



Source: Legislative Budget Notes 1997-99 Biennium, 1998 Supplemental Budget.

The growth of General Fund-State expenditures is limited each year by provisions established by Initiative 601, enacted into law in 1993. One of the factors influencing the amount of growth is the growth of the general population in Washington State. As the offender population continues to grow at a faster rate than the general population, the Department requires a larger portion of the General Fund-State to maintain operations.

OPERATING AND CAPITAL PROGRAM COSTS GENERAL FUND-STATE Fiscal Years 1987 through 2005



The Department's operating costs will be \$1.014 billion in the 1999-01 Biennium.

During the same time frame, an additional \$210 million will be spent renovating, remodeling, and building prisons and community facilities.

By the 2003-05 Biennium, operating and capital costs are projected to grow by 56 percent from the 1997-99 Biennium to over \$1.4 billion.

NOTE: The 1999-01 Biennium costs are based on the Department's maintenance level operating budget request and the total capital budget request submitted to the Governor.

CAPITAL COSTS

TOTAL PROJECTED POPULATION COMPARED TO PLANNED CAPACITY Fiscal Years 1999 through 2009

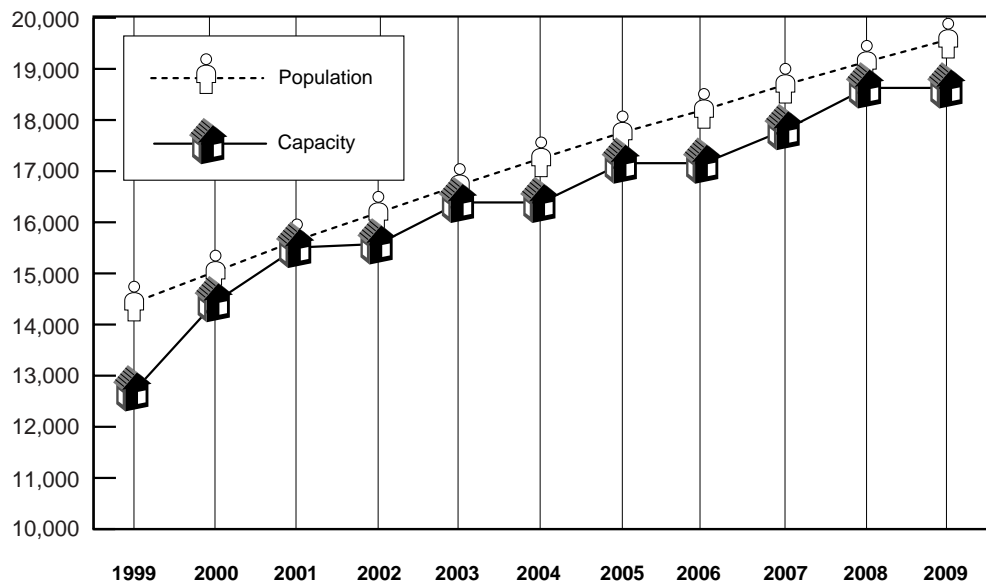


Chart 3

By Fiscal Year 2009, approximately 6,300 new beds will be needed.

Each new bed costs about \$107,600 to construct.

CAPITAL PROGRAMS PRESERVATION NEEDS

In addition to funds for building new prison bed space, significant funds are needed each biennium to preserve current Department facilities. Preservation projects include building repairs, roof repairs, and life safety projects.

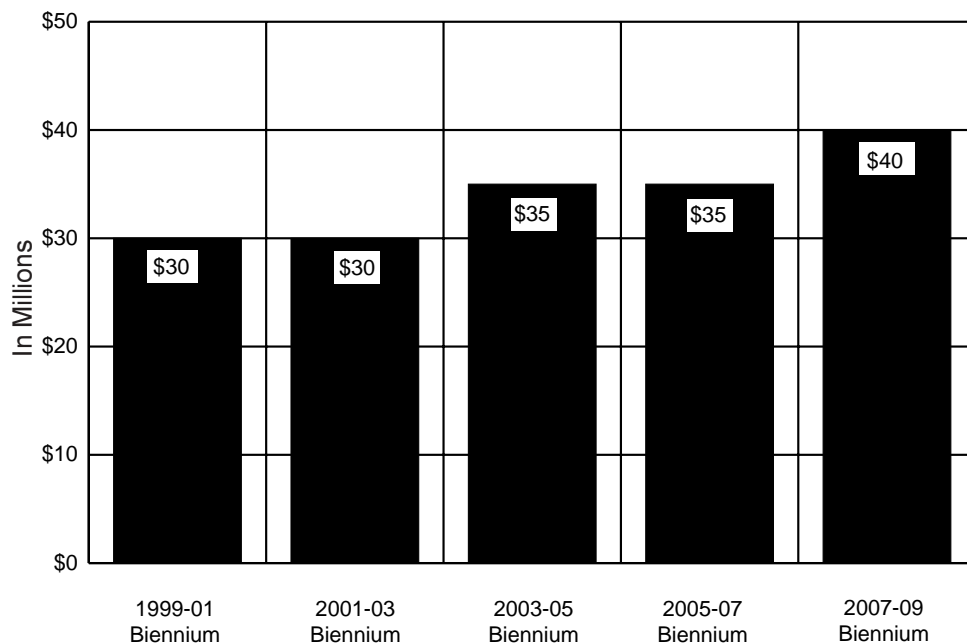
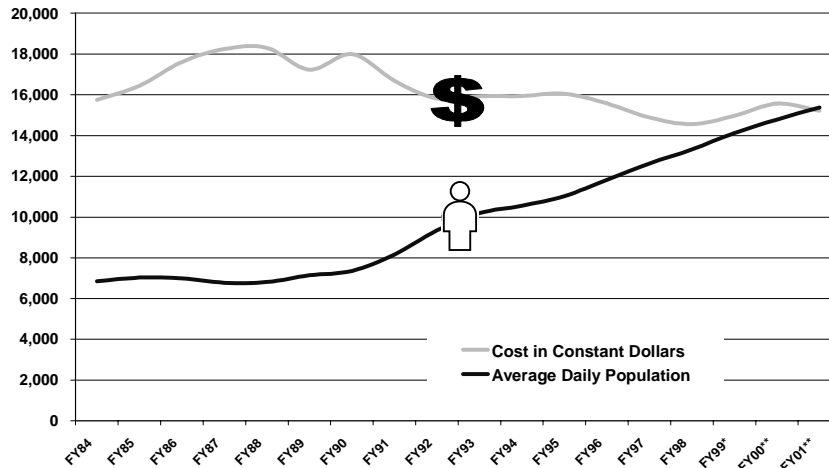


Chart 20

OPERATING COSTS

INCARCERATED OFFENDER POPULATION AND ANNUAL COST PER OFFENDER (Based on the 1984 Dollar) Fiscal Years 1984 through 2001



While the offender population has been growing, the annual cost per offender, after adjusting for inflation, has declined.

The annual cost per offender, adjusted for inflation using 1984 as the base, reached a high of \$18,304 in Fiscal Year 1988. In Fiscal Year 1998, the cost per offender, adjusted for inflation, was \$14,557.

Chart 21

* Based on allotments.

** Based on the Department's maintenance level operating budget request.

COMMUNITY CORRECTIONS ANNUAL COST PER OFFENDER Fiscal Years 1996 through 2001

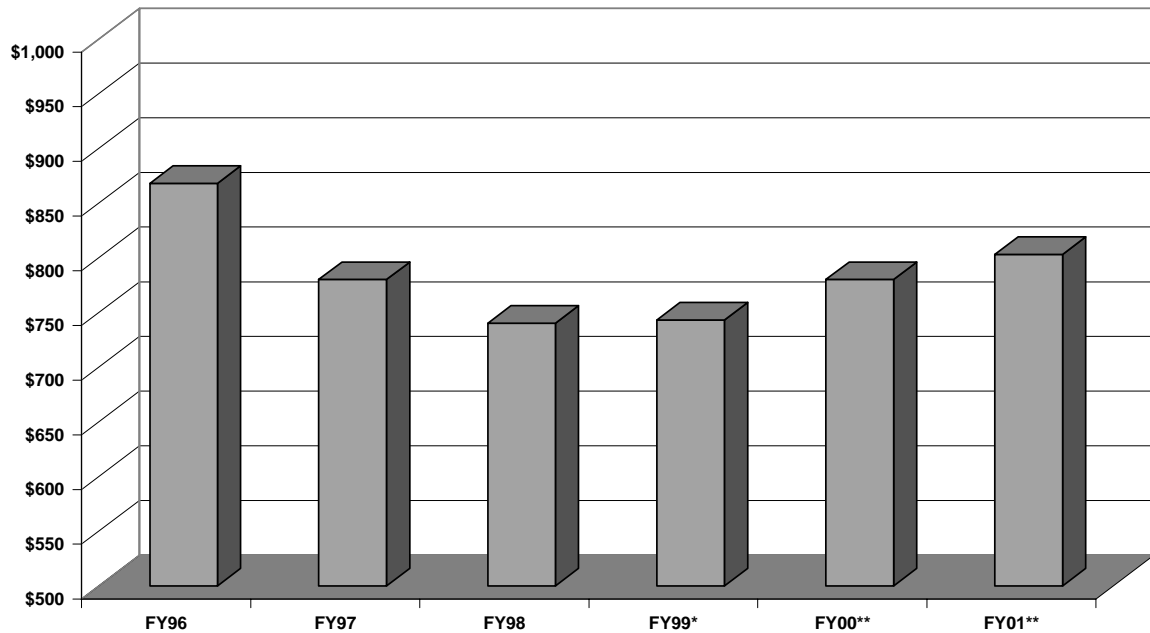


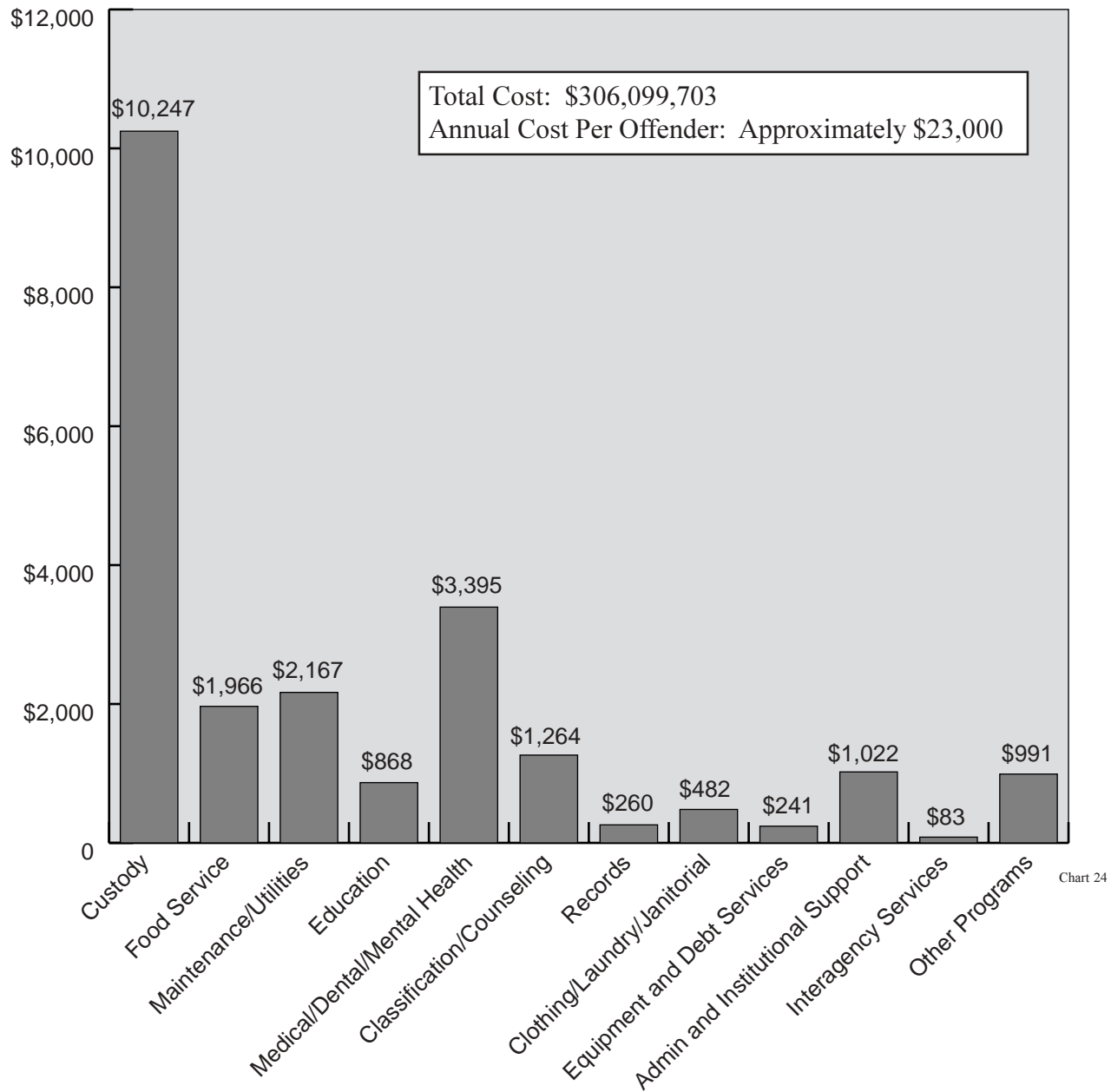
Chart 117

* Based on allotments.

** Based on the Department's maintenance level operating budget request.

OPERATING COSTS

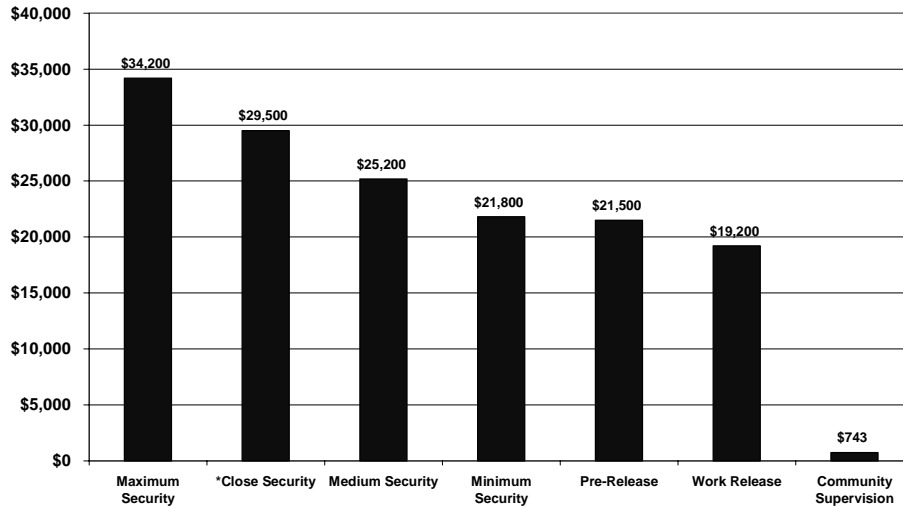
COST PER OFFENDER BY COMPONENT (Includes Institution, Pre-Release and Work Release) Fiscal Year 1998



A custody post or assignment covered seven days a week and 24 hours a day requires 5.2 staff and costs \$203,675 annually in salaries and benefits.

COST AND CAPACITY BY SECURITY LEVEL

COST PER OFFENDER BY LEVEL OF SECURITY
Fiscal Year 1999 Estimate



Offenders classified as maximum security include those on death row, those unable to adjust to the general population, and those who are most difficult to manage. These offenders have a higher cost than offenders classified in other security levels.

Chart 22

* Includes Monroe Correctional Complex Special Offender Center.

OPERATIONAL CAPACITY BY SECURITY LEVEL
Assumed on July 1, 1999

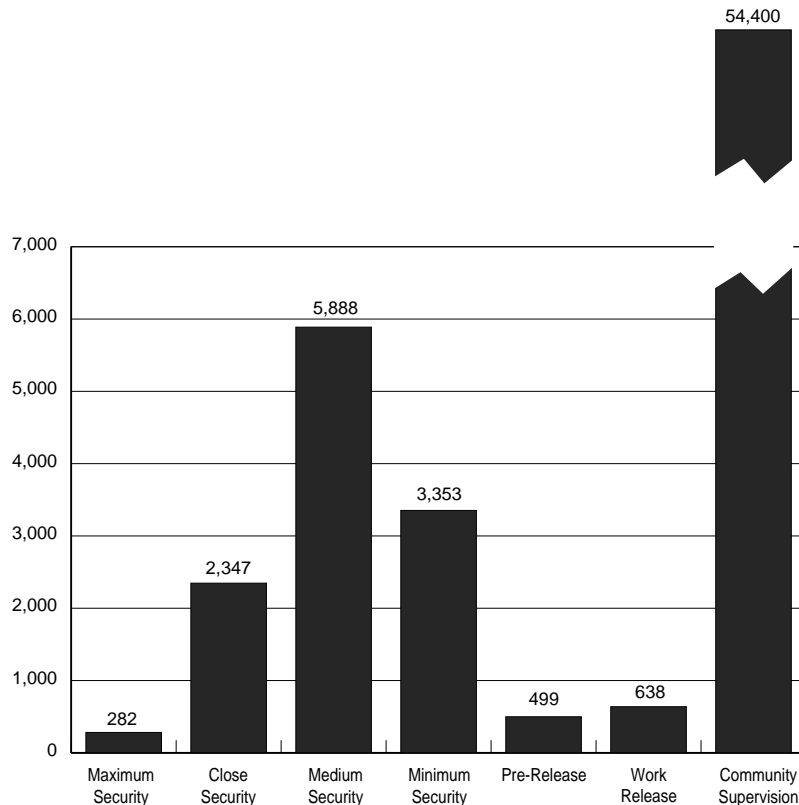


Chart 23

There are 13,007 work release, pre-release, and prison beds available as of June 30, 1998.

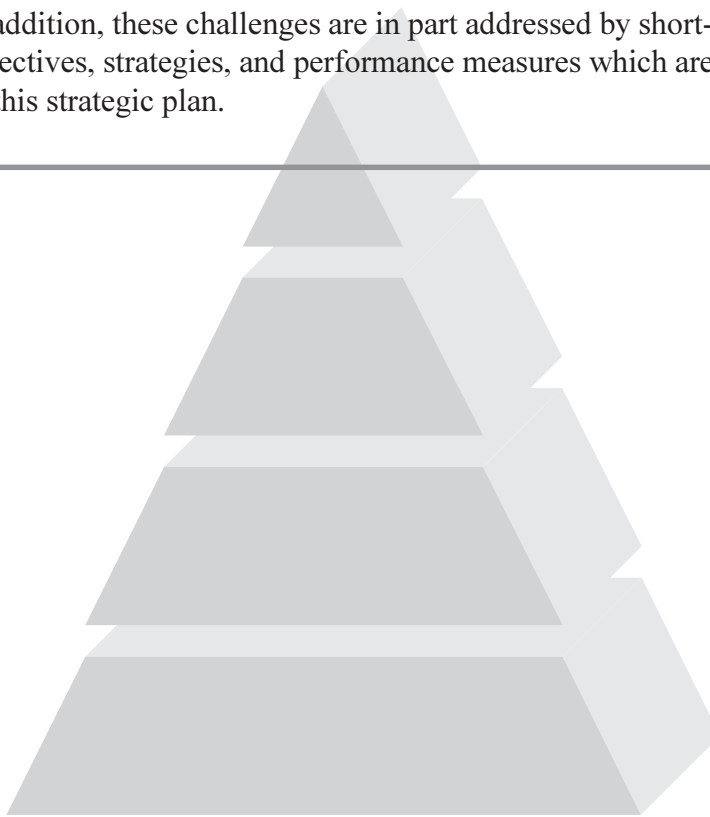
There are more than 54,000 offenders on active supervision in the community as of June 30, 1998.

**Challenges & Directions Divider Page here
(corel draw)**

The following challenges represent internal and external factors which will significantly influence the Department's future operations and which are not easily resolved in a short period of time. The Department is addressing these challenges by developing long-term strategies, identified as "Future Directions," to ensure future success.

We have also developed goals which recognize and respond to the challenges.

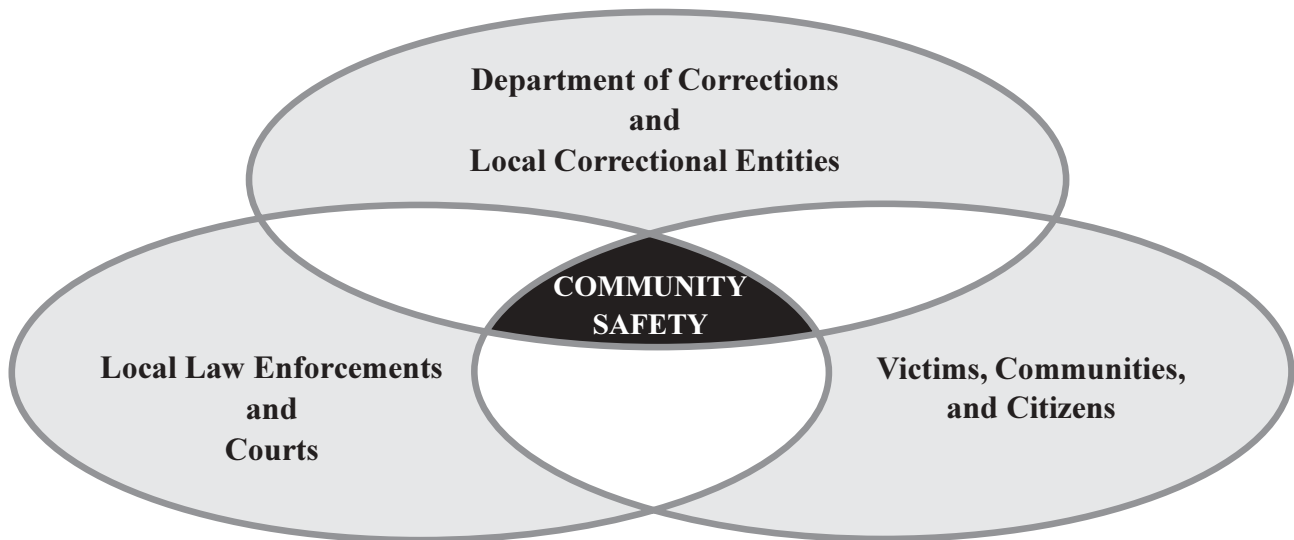
In addition, these challenges are in part addressed by short-term objectives, strategies, and performance measures which are also part of this strategic plan.



BROADENING OWNERSHIP OF THE CORRECTIONS AGENDA

CHALLENGE:

Reducing crime and improving community safety are issues which must be addressed in partnership with the community.



FUTURE DIRECTIONS:

- ▲ Create a statewide Community Protection Advisory Council to develop strategies for improving community safety.
- ▲ Expand state and local collaborative efforts such as Neighborhood Based Supervision, the Supervision Management and Recidivist Tracking (SMART) system, the Joint Neighborhood Corrections Initiative, etc.
- ▲ Work with the Washington Crime Victims Coalition to establish a victims council to work on victims' issues.
- ▲ In partnership with the Washington State University, apply for a federal grant to develop a process for community and citizen involvement in the development of performance measures for the Department.
- ▲ Collaborate with state and local agencies to increase capacity and funding to transition offenders to needed community services.
- ▲ Increase participation in local law and justice councils, county governments, and national forums on correctional issues.
- ▲ Collaborate with the media to educate the community about criminal justice issues.

MANAGING OFFENDERS BASED ON RISK AND NEEDS

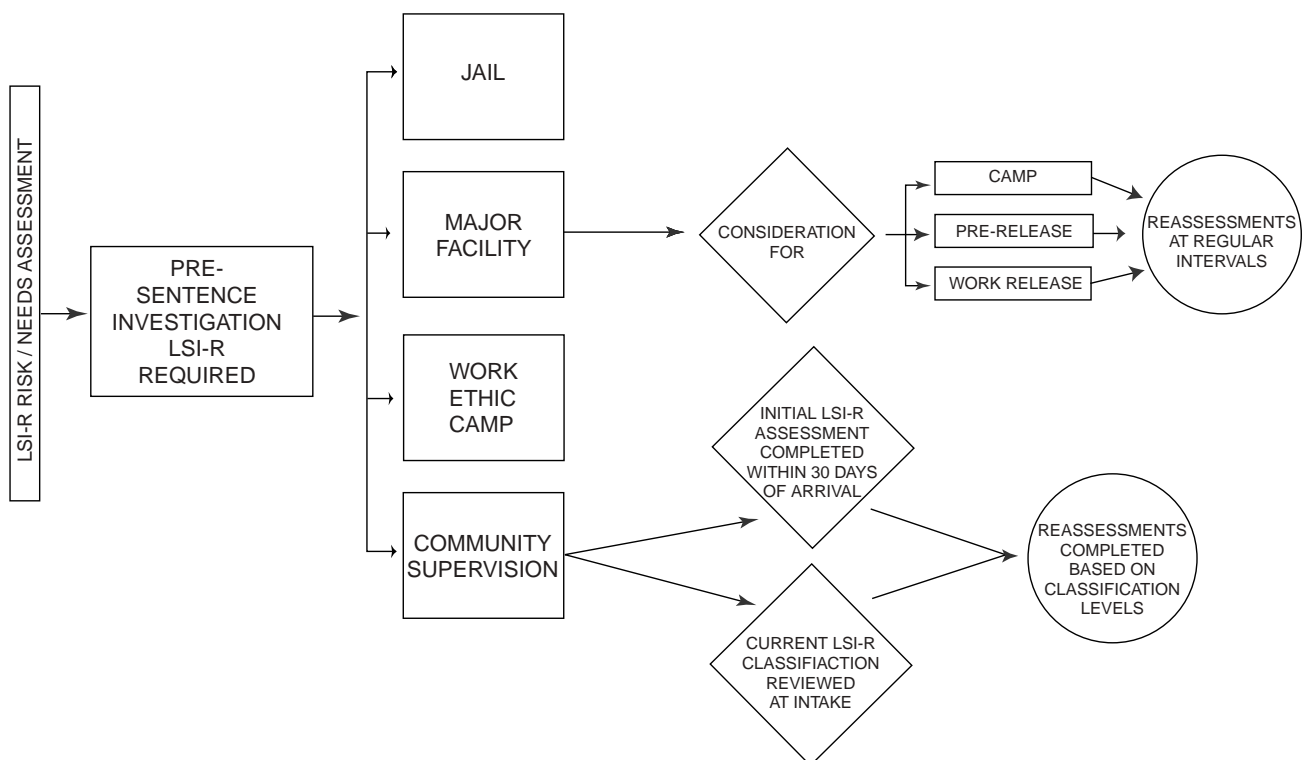
CHALLENGE:

Current sentencing laws governing supervision are confusing, complex, and, at times, inconsistent with risk-based management of offenders.

FUTURE DIRECTIONS:

- ▲ Introduce proposals revising and simplifying statutes governing supervision of offenders in the community.
- ▲ Implement the Level of Service Inventory-Revised (LSI-R), an objective research-based classification instrument, which will provide:
 - ▲ An objective assessment of the potential risk each offender poses to the community.
 - ▲ Identification of crime-related needs which will allow the Department to develop an individualized programming and/or supervision strategy for each offender.
 - ▲ A basis to allocate resources with priority placed on high risk offenders.
 - ▲ More continuity of intervention as offenders transition from institutions to the community.
 - ▲ A basis for defining performance measures.

LSI-R PROCESS MAP
An Illustration of Location and Function for LSI-R Use



MANAGING OFFENDER POPULATION INCREASES

CHALLENGE:

Starting in Fiscal Year 1988, the offender population has been growing at a faster rate than the state population. At the current growth rate, the Department must site and build approximately 2,000 additional beds every three years.

TOTAL INCARCERATED POPULATION COMPARED TO FUNDED CAPACITY
Fiscal Years 1999 through 2009

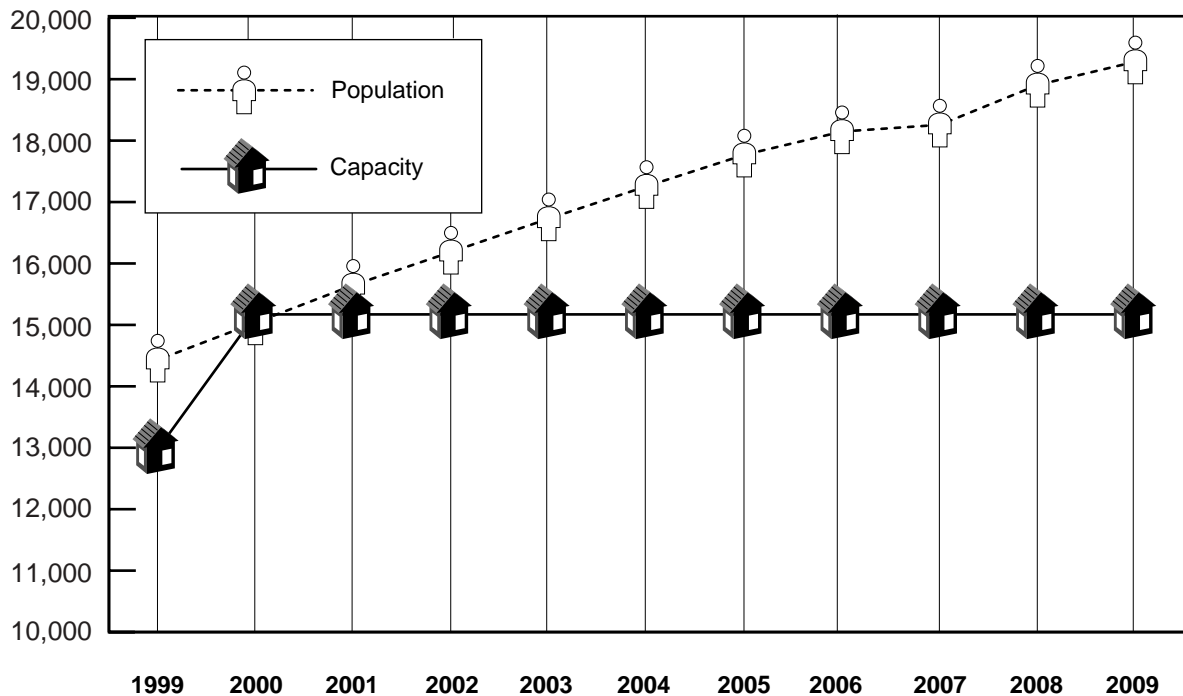


Chart 18

FUTURE DIRECTIONS:

- ▲ Work cooperatively with the Legislature, Sentencing Guidelines Commission, and citizens to develop sentencing and diversion options for prevention, intervention, and diversion rather than incarceration.
- ▲ Continue reviewing current facilities and locations for appropriate land and infrastructure to support additional beds.
- ▲ Work with communities in siting locations for future facilities and offices.
- ▲ Consider new sentencing laws, legislative mandates, and the custody distribution of projected population when developing future sites.

MANAGING SPECIALIZED OFFENDER POPULATIONS

CHALLENGE:

The Department's offender population is changing demographically, which requires different management strategies to respond to the diverse needs of: offenders over 50 or under 18; mentally ill or behaviorally disordered offenders (developmentally disabled, anti-social, etc.); Security Threat Groups (STG) (i.e., gangs); and an increasing female population.

**PERCENTAGE OF OFFENDERS
INCARCERATED IN DEPARTMENT CONFINEMENT FACILITIES
1986 Compared to 1998**

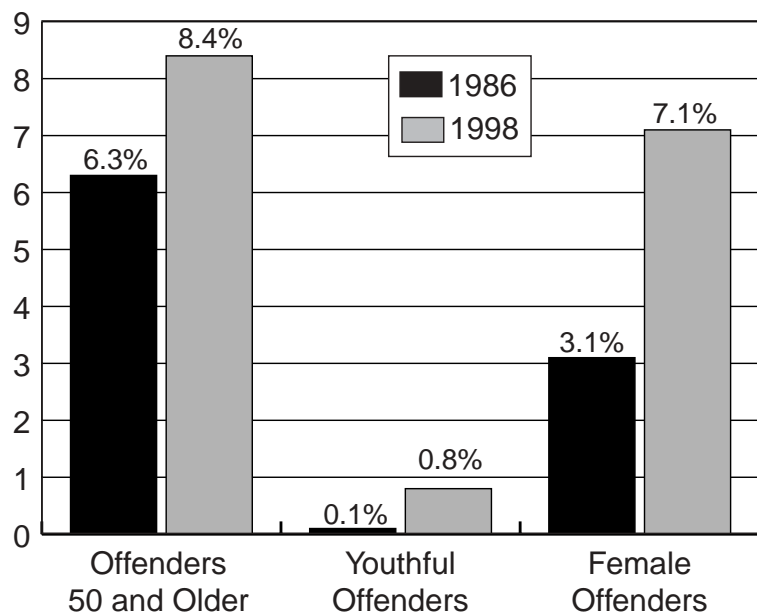


Chart 48

The STG population is not included in the above chart because criteria to accurately measure it has not yet been developed.

FUTURE DIRECTIONS:

- ▲ Work with researched-based institutions to study specialized offender management.
- ▲ Research and implement system-wide programs proven effective to manage and transition these specialized populations.
- ▲ Use results of a Sentencing Guidelines Commission study to make management decisions to allow specialized populations (elderly, developmentally disabled, terminally ill, and mentally ill) to serve the remainder of their sentences in the community.
- ▲ Develop and deliver staff training for specialized populations.
- ▲ Develop prevention and self-care programs to address the health care needs of these specialized populations.

DEVELOPING PROGRAMS AND PRACTICES BASED ON RESEARCH

CHALLENGE:

The Department needs to continuously review literature and research on offender programs* and ensure the information is considered in the development and maintenance of new programs.

In 1998, the Joint Legislative Audit and Review Committee commissioned a study of the research surrounding the rehabilitation programs managed by the Department. The resulting publication by MacKenzie and Hickman, What Works in Corrections?, provides support for many of the programs offered by the Department. It ranks offender programs into four categories: “What Works,” “What’s Promising,” “What We Don’t Know,” and “What Doesn’t Work.” It is important to note that all of the programs fell into one of the first three categories and none were placed into the category of “What Doesn’t Work.”¹

FUTURE DIRECTIONS:

- ▲ In partnership with the Institute for Public Policy, complete the following tasks:
 - ▲ Review existing research to determine what works to reduce recidivism.
 - ▲ Identify those attributes of correctional programs which reduce recidivism.
 - ▲ Conduct controlled studies of the recidivism rates for select groups of offenders.
 - ▲ Develop guidelines for evaluating programs and train Department staff in methods used for evaluating programs and for assessing research done by others.
 - ▲ Conduct a validation study on the Level of Service Inventory-Revised (LSI-R) instrument.
- ▲ Establish a formal research agenda of projects. A Research Advisory Board will assist with the agenda setting process, strengthen the involvement of regional staff in the setting of the agenda, and provide advice on communications related to project progress and dissemination of results. Topics that have a high potential for receiving attention as the agenda setting process gets underway are:
 - ▲ The Youthful Offender Program;
 - ▲ The Continuum of Chemical Dependency Treatment;
 - ▲ Case Management;
 - ▲ Offender Work Programs;
 - ▲ Offender Basic Education;
 - ▲ In-Prison Programming and Community-Based Offender Change Programs; and
 - ▲ Sex Offender Risk Management.

* Offender change programs are described on Page 11.

INCREASING OFFENDER EMPLOYMENT

CHALLENGE:

The Department has made significant progress toward providing employment for incarcerated offenders able to work. However, we continue to be challenged with providing offenders with a model of community values including work ethic, providing adequate employment opportunities to incarcerated offenders, holding offenders accountable, and providing service to communities.

OFFENDER EMPLOYMENT BY INDUSTRY CLASS
June 30, 1998

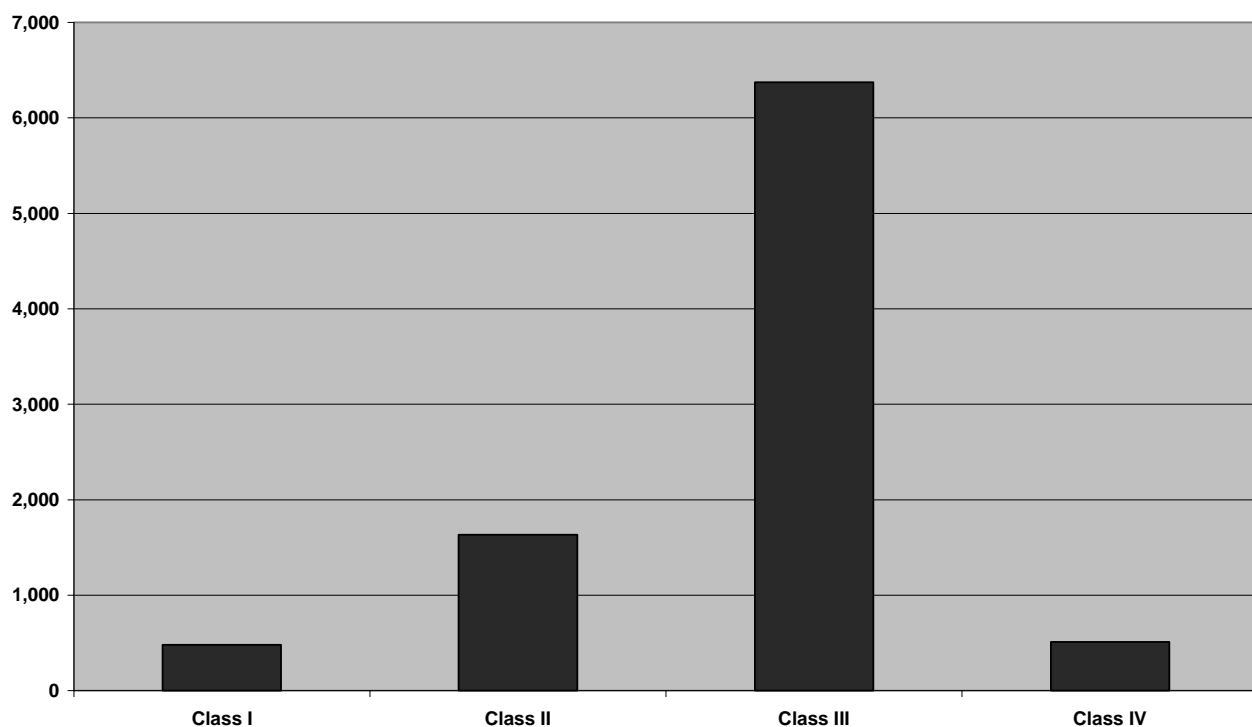


Chart 109b

Class I, II, III, and IV jobs are described on Page 12.

FUTURE DIRECTIONS:

- ▲ Work with local labor and business leaders to develop and expand industries and provide appropriate vocational training to increase offender employment.
- ▲ Coordinate with other state agencies to improve the ability to track offender post-release employment in order to monitor the effectiveness of training and job programs.
- ▲ Increase community service work hours completed by offenders.

RECRUITING, TRAINING, AND RETAINING A DIVERSE, PROFESSIONAL WORKFORCE

CHALLENGE:

The Department is faced with an increasingly demanding correctional environment created by the complexity of laws, demographic changes in our offender population, and liability associated with exercising authority over offenders. Well trained, knowledgeable employees are a critical factor in our ability to successfully meet these demands.

PROFESSIONAL STAFF:

- ▲ Are committed to their job;
- ▲ Take pride in producing quality work;
- ▲ Act ethically;
- ▲ Desire to expand their knowledge and skills;
- ▲ Value customer satisfaction;
- ▲ Model the values of the Department;
- ▲ Are law abiding; and
- ▲ Meet relevant standards for their job class.

FUTURE DIRECTIONS:

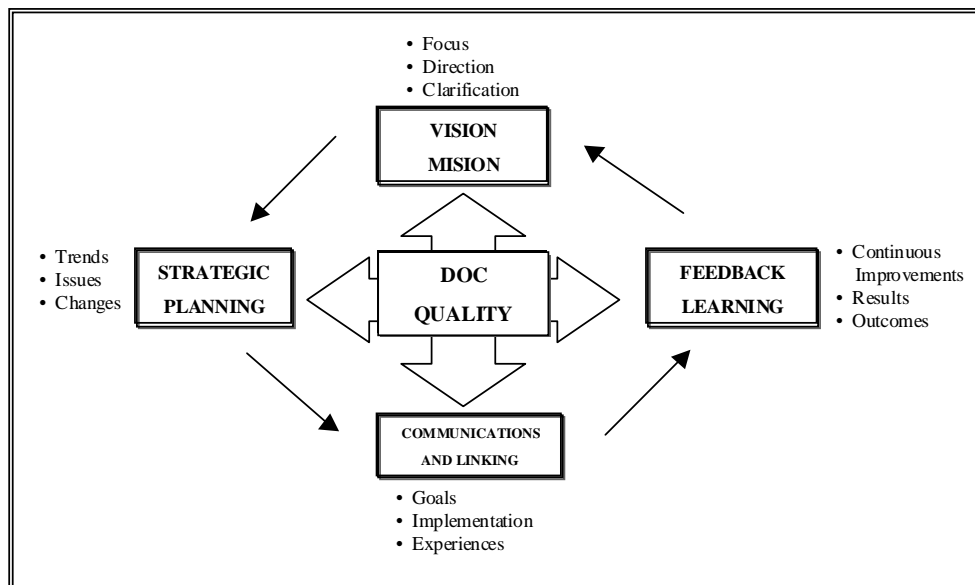
- ▲ Implement a more sophisticated recruitment and pre-employment screening process to help us better ensure we hire and retain the most diverse and qualified employees.
- ▲ Enhance focus on system-wide coordination of training through establishment of a statewide training committee which will continually review the Department's training needs.
- ▲ Establish desired competency levels of management skills to enhance the assessment, growth, and support of management development and expertise.
- ▲ Pursue equity in salaries to effectively compete with other correctional and law enforcement entities.

ESTABLISHING THE VALUES, SYSTEMS, AND ACTIONS THAT ENCOURAGE CONTINUOUS QUALITY IMPROVEMENT THROUGHOUT THE DEPARTMENT

CHALLENGE:

Historically, the Department's organizational culture and structure have limited the opportunities for employee involvement and collaboration to improve the complex and interrelated systems of the Department. To enhance public protection and strive for safe communities, staff expertise and creativity are essential to improving the Department's overall service quality.

Given the challenges associated with efficiently managing increases in the offender population and associated costs, shifting the culture to a more open and inclusive quality environment is expected to yield the most significant systemic improvements throughout the Department.



FUTURE DIRECTIONS:

- ▲ Instill a philosophy of continuous quality improvement throughout the Department's culture.
- ▲ Demonstrate and communicate management's commitment to quality and improvement efforts.
- ▲ Utilize the strategic plan to establish quality initiatives, including process improvements to better allocate resources.
- ▲ Rely more on facts, data, and analysis for decisions on quality efforts and improvements.
- ▲ Create clear process improvement goals aligned with the strategic plan and mission of the Department for each work group.
- ▲ Identify clear and achievable performance measures and outcomes for quality initiatives.
- ▲ Develop feedback mechanisms within new or improved processes for effective organizational learning and continuous improvement.
- ▲ Tie employee recognition activities to quality principles, initiatives, and results.

INFORMATION TECHNOLOGY

CHALLENGE:

The Department's primary information system, Offender Based Tracking System (OBTS), is not "user friendly." Data entry is cumbersome and can require duplicate entry of the same data. Resources consumed in data entry processes could be better used elsewhere.

OBTS was originally designed to track individual offenders. OBTS provides limited capacity to measure or analyze aggregate data, which is essential for management, research, and quality management processes.

FUTURE DIRECTIONS:

- ▲ In the short term, make programming changes to assure satisfactory operation of the present system in the year 2000 and extend the life of the nearly 20-year-old software. An initial evaluation of OBTS was performed in 1996 to determine the best alternative to meet future business needs. Funds were received in 1997 to complete a feasibility study and initial design of the best alternative to meet the Department's needs through the year 2010.
- ▲ In the long term, replace OBTS with more advanced technology and capabilities. The feasibility study results have been presented to the Information Services Board (ISB) for consideration. The results of that presentation were positive and the proposal will move forward to the Legislature for funding.
 - ▲ An initial evaluation was performed in 1996 to determine the alternatives to meet future business needs and the 1998 feasibility study is complete.
 - ▲ If approved, a multi-year project will begin that involves either acquiring an existing corrections system and making modifications to it to better meet the needs of the Washington State Department of Corrections, or design and develop a complete new system.
 - ▲ A major training initiative will begin to update current information technology staff to enable them to participate in the development, modification, implementation, and maintenance of the new software.

The complete Information Technology Strategic Plan begins on Page 74.

CONTROLLING THE COST OF CORRECTIONS

CHALLENGE:

The Department's percentage of the General Fund-State budget has increased significantly since the 1989-91 Biennium. Although sentencing laws and demographics are the main driver of the increased costs, the Department needs to continually strive to keep the cost of corrections as low as possible.

DEPARTMENT EXPENDITURES
Based on Fiscal Year 1999 Allotments

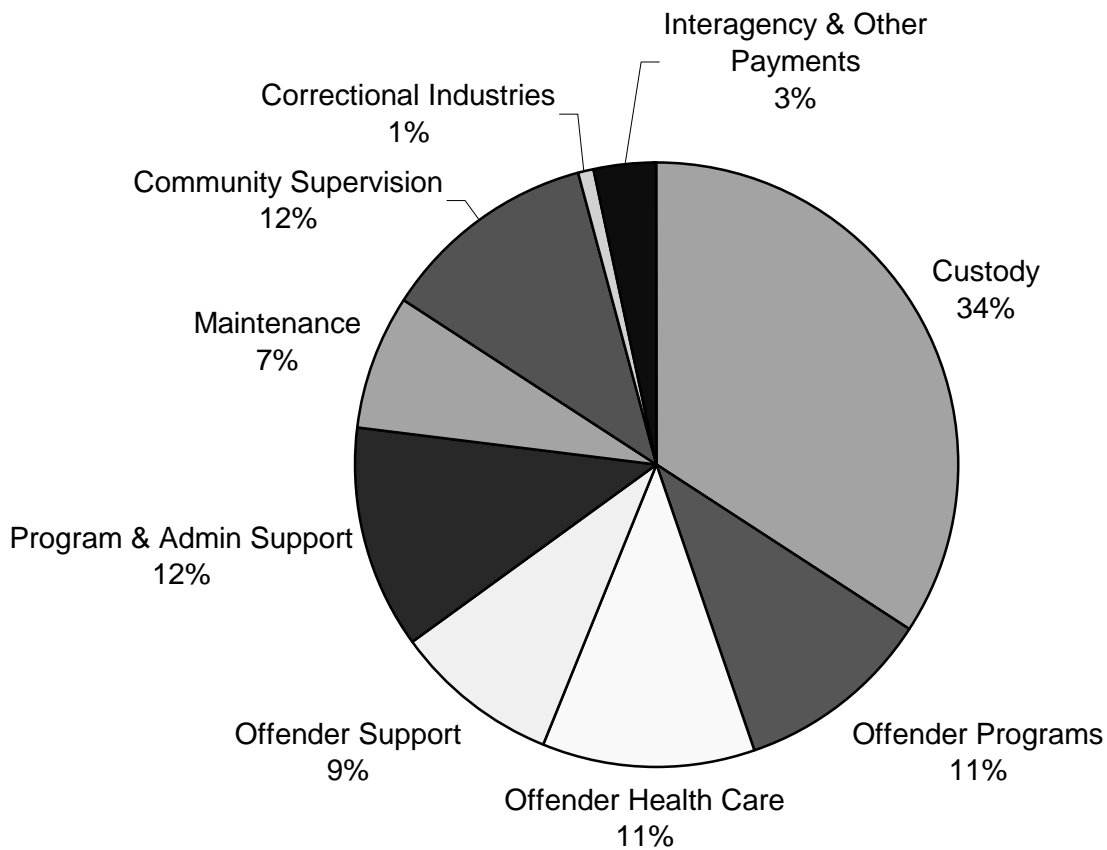


Chart 118

FUTURE DIRECTIONS:

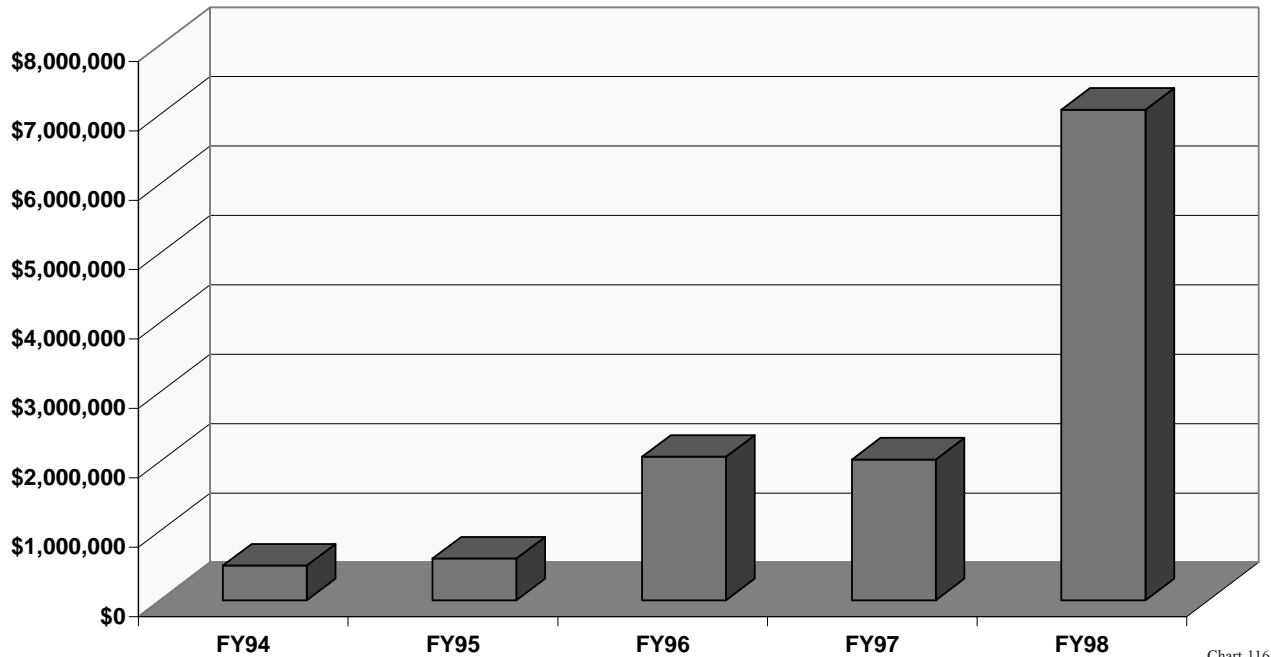
- ▲ Utilize continuous improvement processes to identify ways to operate more efficiently.
- ▲ Consider independent review/audit recommendations for potential efficiencies.
- ▲ Continue to assess Department operations for possible consolidation of services and other efficiencies.
- ▲ Develop departmentwide systematic approaches to health and other services that support continuity, quality, and cost-effective care.

TORT LIABILITY

CHALLENGE:

Managing and responding to liability related to custody of incarcerated offenders and community supervision.

TORT COSTS
Fiscal Years 1994 through 1998



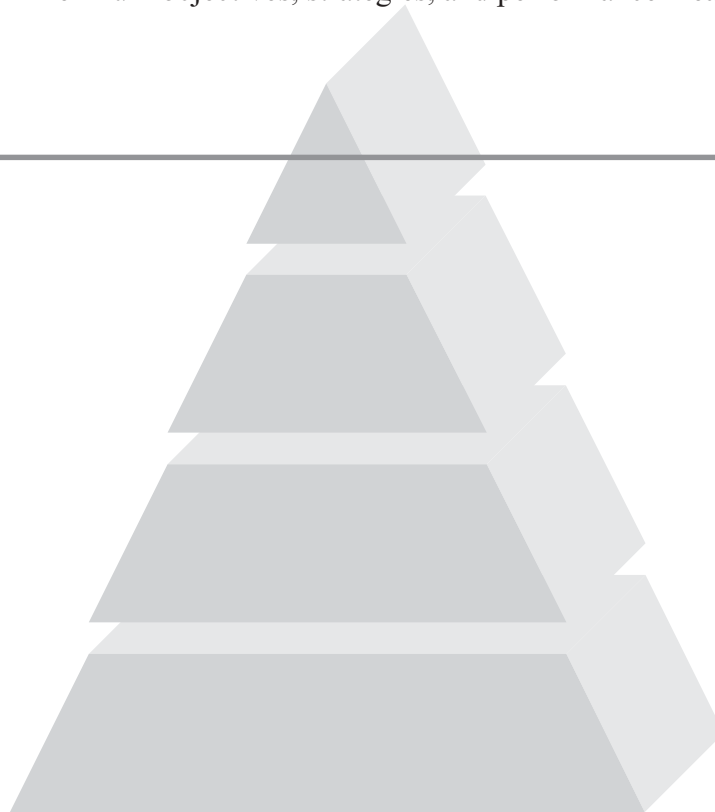
FUTURE DIRECTIONS:

- ▲ Continue training staff in appropriate supervision and monitoring practices.
- ▲ Collaborate with the Office of the Attorney General and Department of General Administration, Office of Risk Management regarding best practices for mitigating liability through loss prevention and loss control.
- ▲ Consider expanding the use of alternative dispute resolution processes.
- ▲ Increase emphasis on staff training to improve case management records.
- ▲ Improve monitoring of staff compliance with policies and procedures.

**GOALS Divider Page here
(corel draw)**

The following goals were developed based on initial recommendations made by the Department's managers and were revised based on input received from employees during the strategic plan development process.

These goals address the Department's challenges discussed in the previous section and serve as a link between the challenges and our 1999-01 Biennium objectives, strategies, and performance measures.

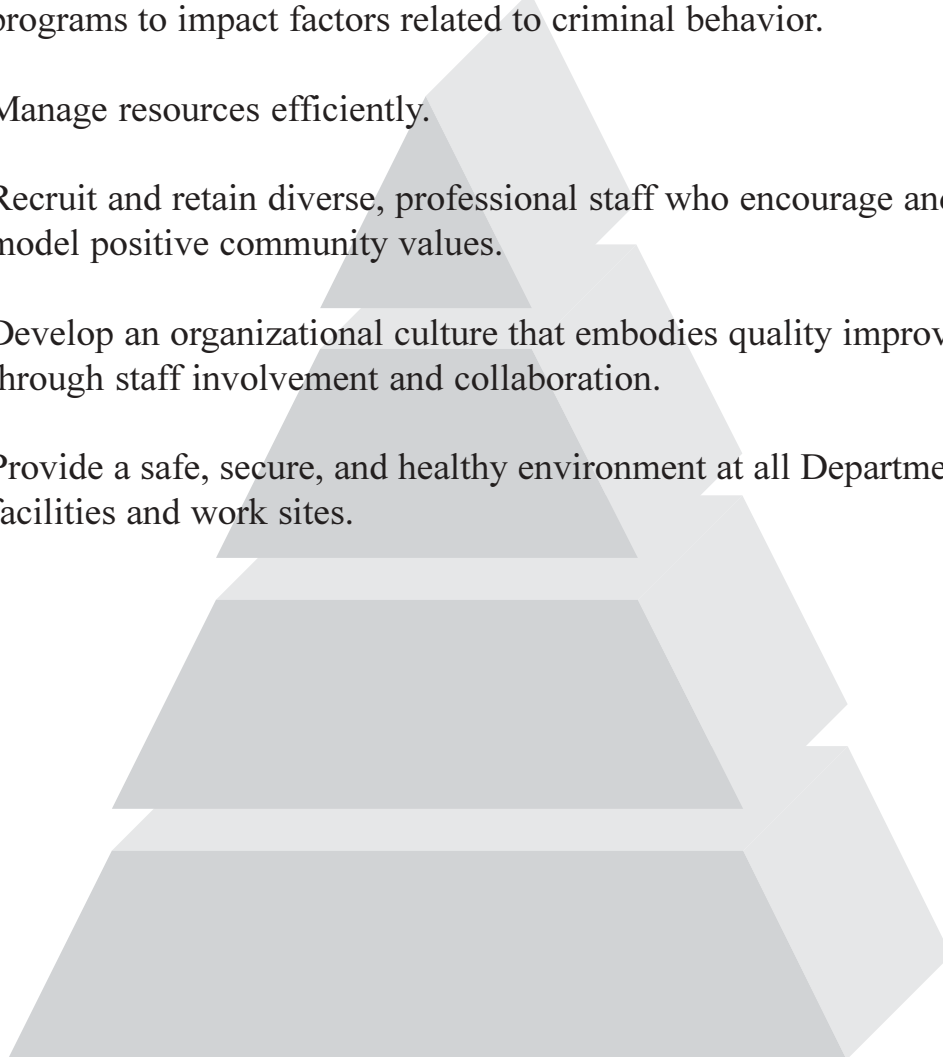


DEPARTMENT OF CORRECTIONS

1999-2005

GOALS

- ▲ Provide control and interventions consistent with the offender's risk potential and conditions imposed by the court.
- ▲ Hold offenders accountable for harm done to victims and the community.
- ▲ Based upon research and best practices, utilize resources and develop programs to impact factors related to criminal behavior.
- ▲ Manage resources efficiently.
- ▲ Recruit and retain diverse, professional staff who encourage and model positive community values.
- ▲ Develop an organizational culture that embodies quality improvement through staff involvement and collaboration.
- ▲ Provide a safe, secure, and healthy environment at all Department facilities and work sites.

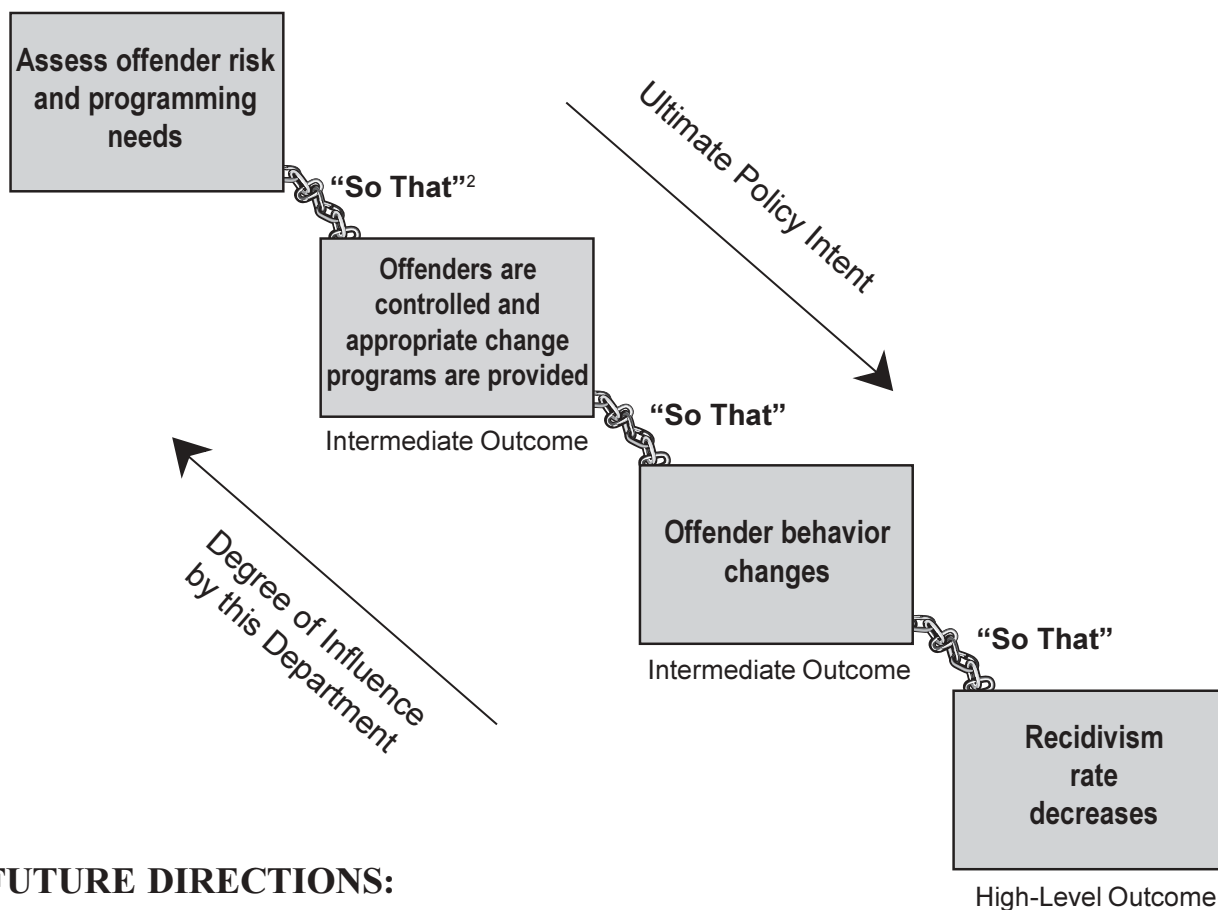


**Biennium Plan Divider Page here
(corel draw)**

MEASURING PERFORMANCE

There is a high degree of consensus about the ultimate goal of correctional programs – reduced recidivism. However, recidivism is a long-term measure. The effect offender programs have on recidivism cannot be measured until many years after program services have been completed.

Because of the difficulties in measuring recidivism, this plan focuses on intermediate objectives and measures. Intermediate objectives are those that research has shown have a correlation with the long-term goal (i.e, reducing recidivism). Intermediate objectives and measures provide a method for monitoring short-term and intermediate outcomes, an opportunity for results-based management, improved resource allocation decisions, and an ongoing system of measuring and evaluating performance.



FUTURE DIRECTIONS:

- ▲ We plan to improve performance by establishing internal benchmarking processes at all sites to develop and share information about best practices. The benchmarking process will include:
 - ▲ Developing regional and site-specific performance measure reports.
 - ▲ Identifying successful sites based on statistical analyses of the reports.
 - ▲ Identifying best practices at successful sites.
 - ▲ Partnering successful programs with other sites to implement best practices.

GOAL:

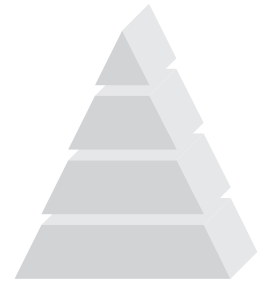
**PROVIDE CONTROL AND INTERVENTIONS CONSISTENT
WITH THE OFFENDER'S RISK POTENTIAL AND CONDITIONS
IMPOSED BY THE COURT.**

OBJECTIVES:

- ▲ Reduce the escape rate (per 1,000 offenders) from minimum security facilities by five percent and have no escapes from high security facilities each year.
- ▲ Change offender behavior, as demonstrated by a three percent reduction of the average LSI-R risk assessment score, for those offenders who complete a change program by June 30, 2001.
- ▲ Increase the percentage of offenders who successfully complete community supervision and community placement.
- ▲ Increase by ten percent the number of sex offenders released with an approved plan by June 30, 2001.

OBJECTIVE:

Reduce the escape rate (per 1,000 offenders) from minimum security facilities by five percent and have no escapes from high security facilities each year.



STRATEGIES:

- ▲ Review classification procedures in terms of escape risk assessment for determining minimum security assignments.
- ▲ Establish a quality team to assess work release and pre-release escape patterns and develop strategies to reduce escapes.
- ▲ Provide appropriate maintenance to ensure facility structural integrity.
- ▲ Provide staff training to ensure consistent performance of security routines and recognition of offender risk behaviors.
- ▲ Ensure each facility has an emergency plan for escapes.
- ▲ Continue facility security audits including audits of escape preparedness.
- ▲ Improve supervision standards for off-site offender work crews.

RESEARCH SHOWS:

The Department of Corrections follows the security guidelines set forth in the American Correctional Association Standards in all facility modification or construction.³ Perimeter security includes such things as number of fences, electric alarm systems, and perimeter patrols. Internal security measures include offender movement control and frequency of census. In addition, informal Department research suggests that there is a relationship between certain offender characteristics and escape patterns at minimum security facilities.

**NUMBER OF ESCAPES
MINIMUM VS. MEDIUM OR HIGHER FACILITIES
Fiscal Years 1994 through 1998**

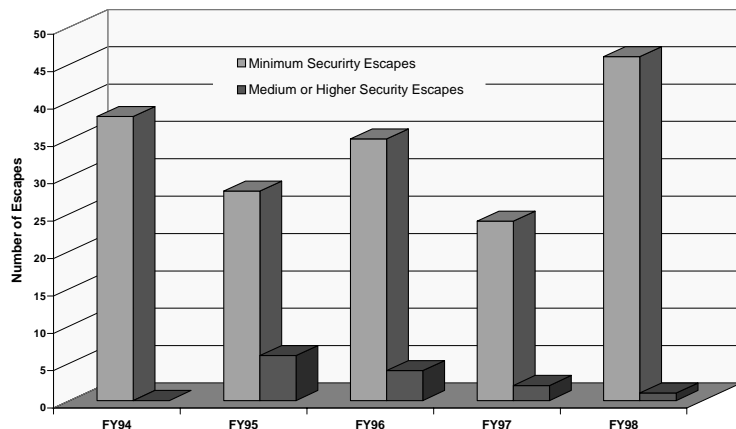


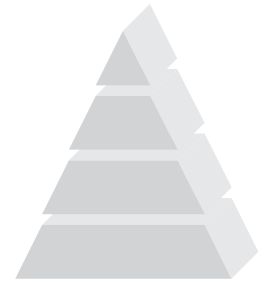
Chart 26

PERFORMANCE MEASURES:

- ▲ Escape rate (per 1,000 offenders) from minimum security facilities.
- ▲ Number of escapes from medium custody (Level 3) or higher.

OBJECTIVE:

Change offender behavior, as demonstrated by a three percent reduction of the average LSI-R risk assessment score, for those offenders who complete a change program* by June 30, 2001.



STRATEGIES:

- ▲ Assess all offenders and provide appropriate offender change programs based on risk factors.
- ▲ Develop a quality team to ensure continuity of the change programs when transitioning through the Department's system.
- ▲ Develop procedures to monitor pre- and post-test scores by change program and offender risk level.

RESEARCH SHOWS:

There is a substantial body of research that supports the use of risk-related classification of offenders under supervision in the community. The instrument that is currently being used by a number of jurisdictions, Level of Service Inventory-Revised (LSI-R), has been found to be a valid means of identifying offender risk level and need areas that are used for case classification. In particular, numerous research papers published by D.A. Andrews of Carleton University support the use of this tool in predicting recidivism.⁴ The use of this proven assessment tool is a cornerstone in the Department's classification program.

WHAT IS LSI-R?

- ▲ LSI-R uses a standardized checklist to score offenders on various risk factors. The higher the score, the more likely the offender is to re-offend.
- ▲ As offenders receive appropriate programming designed to change behavior and reduce risk factors, the LSI-R score will decrease.

The main risk factors are:

- ▲ History of anti-social behavior.
- ▲ Presence of anti-social associates.
- ▲ Attitudes, values, and beliefs that are supportive of criminal behavior.
- ▲ Personality traits such as impulsiveness, anger, hostility, sensation-seeking, depression, and addiction.
- ▲ Family dynamics.
- ▲ Educational/vocational achievement.

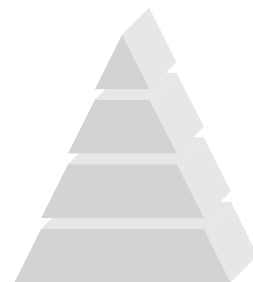
PERFORMANCE MEASURES:

- ▲ Average change of LSI-R risk assessment score of offenders who complete an offender change program.
- ▲ Average change in classification level of offenders who complete an offender change program.

* Offender change programs are described on Page 11.

OBJECTIVE:

Increase the percentage of offenders who successfully complete community supervision and community placement.



STRATEGIES:

- ▲ Develop a method to aggregate information for management to ensure staff are monitoring whether conditions are being met.
- ▲ Establish a baseline of offenders who complete community supervision and community placement.
- ▲ Implement a case file audit process that measures staff compliance with standards and quality of case management and monitors offender compliance with conditions.
- ▲ Implement and use the Level of Service Inventory-Revised (LSI-R) to classify offenders in order to determine the appropriate level of supervision.

RESEARCH SHOWS:

Joan Petersilia, working for the Princeton University Study Group on Criminal Justice, reports that one of the basic objectives of community corrections is to enforce court ordered sanctions, that is, to ensure that the terms and conditions imposed by the sentencing is in fact enforced.⁵ Recognizing the importance of this objective to all stakeholders, the Department has developed strategies that enhance their ability to enforce the sanctions.

WHAT IS SUCCESSFUL COMPLETION?

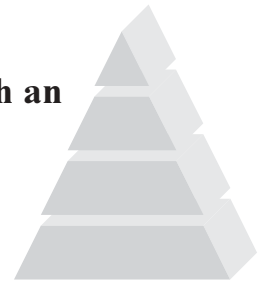
Offenders assigned to community supervision serve no time in prison, but live in the community while being supervised by Department staff for one to two years. These offenders may also have other conditions of sentence to complete while on supervision, such as community service hours, legal financial obligations, and conditions related to supervision. Offenders assigned to community placement have been incarcerated and, upon release, are supervised by Department staff for a period of time. They also have conditions to comply with while being supervised.

PERFORMANCE MEASURES:

- ▲ Percentage of offenders who complete community supervision or community placement on their original scheduled end date.
- ▲ Total number of offenders supervised in the community.
- ▲ Total community supervision workload points.

OBJECTIVE:

Increase by ten percent the number of sex offenders released with an approved plan by June 30, 2001.



STRATEGIES:

- ▲ Complete a reliability and validation study on raters' use of the sex offender risk level classification tool.
- ▲ Implement a risk management release process for all Level 2 and 3 sex offenders.
- ▲ Establish a pilot Community Oversight Committee to involve citizens in transition planning.
- ▲ Expand the Transition and Relapse Prevention (TARP) program and increase the number of sex offenders completing the program.
- ▲ Provide training on sex offender risk management to all community corrections officers supervising sex offenders and assess officers' knowledge through pre- and post-testing.

NOTE: This objective requires additional resources and is dependent upon the Department receiving funding in the 1999-01 Biennium Budget.

RESEARCH SHOWS:

Research on sex offender treatment supports the provision of this type of program. In the review of offender treatment programs, What Works in Corrections? MacKenzie and Hickman cited 12 different research studies covering this subject. They concluded that non-prison based sex offender treatment programs impact favorably on recidivism rates. In addition, they found that although there has been little research in programs that utilize cognitive techniques in a prison-based environment, they do appear to offer the promise of reducing recidivism.⁶

RELEASE TO AN APPROVED PLAN:

A good indicator that the Department has effectively managed and/or changed sex offender behavior is the approval of a release plan prior to the maximum release date.

An approved plan means that the offender has located suitable housing that has been approved by the supervising community corrections officer; the living arrangement will not put the offender at risk to re-offend; and the offender will be able to comply with the court-ordered conditions of supervision.

Offenders that "max out" are often released without plans or strategies to deal with their offensive behavior.

PERFORMANCE MEASURES:

- ▲ Number of sex offenders released to an approved plan by their expected release date.
- ▲ Number of risk management plans completed in comparison to total Level 2 and 3 sex offender releases.
- ▲ Number of offenders completing the Department's sex offender treatment program.
- ▲ Number of risk assessments completed at least six months before the expected release date.
- ▲ Number of community members involved in offender transition planning.

GOAL:

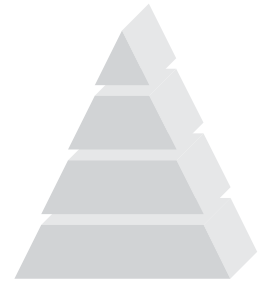
**HOLD OFFENDERS ACCOUNTABLE FOR HARM DONE TO VICTIMS
AND THE COMMUNITY.**

OBJECTIVES:

- ▲ Increase by five percent the number of offenders who meet their legal financial obligations (LFO) while on supervision.
- ▲ Increase by five percent the number of work hours benefitting the community completed by offenders.
- ▲ Increase victim and witness awareness of and satisfaction with the services of the Department.

OBJECTIVE:

Increase by five percent the number of offenders who meet their legal financial obligations (LFO) while on supervision.



STRATEGIES:

- ▲ Increase staff intervention with offenders to monitor compliance with payment schedules.
- ▲ Increase the flexibility and use of automated violation reports to monitor offenders not paying LFOs.
- ▲ Review the option of contracting with a debt collection agency.

RESEARCH SHOWS:

Joan Petersilia found that one of the basic objectives of community corrections is to enforce court ordered sanctions.⁷ Legal financial obligations are one aspect of sanctions that can be imposed during sentencing. In addition to the sentencing and enforcement aspect, reviewers such as Judge F. Morrison of North Carolina state that restitution is also a central feature of victims' rights. Judge Morrison found that not only does restitution help hold offenders accountable for their actions, but it also is reparation to the victim and community and, as such, reinforces society's sense of justice.⁸

LEGAL FINANCIAL OBLIGATIONS COLLECTED
Fiscal Years 1990 through 1998

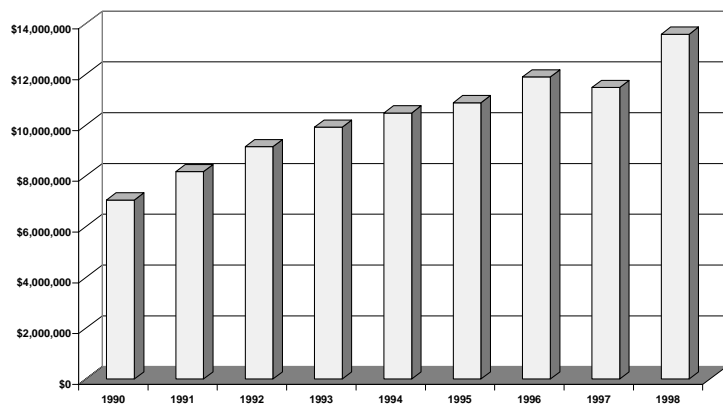


Chart 29

PERFORMANCE MEASURES:

- ▲ Percent of offenders who are meeting their LFOs.
- ▲ Number of times offenders met their monthly LFO payment schedule.
- ▲ Number of offender billings by the Department.
- ▲ Total amount of LFOs collected.

OBJECTIVE:

Increase by five percent the number of work hours benefitting the community completed by offenders.



STRATEGIES:

- ▲ Increase staff intervention with offenders to ensure completion of community service hours.
- ▲ Increase the flexibility and use of automated violation reports to monitor offender completion of required community service hours.
- ▲ Increase the number of work sites and work crews through partnerships with local communities and other state agencies.
- ▲ Make the public more aware of community service programs.

RESEARCH SHOWS:

In her 1979 review Community Service by Offenders, M. Kay Harris defined the theoretical aspects of using community service.⁹ Her report, and many that have followed, recognize the most apparent benefits of this type of sentencing. The value of the offender labor, the jail time saved, and the increase in alternatives available in sentencing; all have a direct cost benefit to the taxpayer. More importantly, all of the reviews note that one of the most important aspects of this type of sentencing is that there is visible evidence to the citizens of the state that offenders are being held accountable and are making restitution to the community where they committed the crimes. In effect, it is the offender paying back to the community.

BEST PRACTICE:

The Department has created partnerships with federal, state, county, city, and community groups to mobilize offender workcrews which perform cost-effective and productive work for the community.

In a recent 17-month period, offender crews based out of Seattle worked 66,297 hours, reduced jail usage by 8,286 days, and saved \$414,348 while cleaning 1,338,330 pounds of illegal trash from the community.

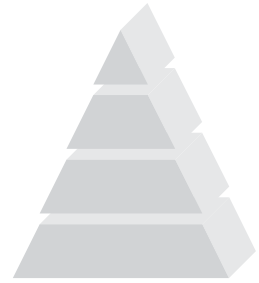
Our work in this area is identified as a “Best Practice” in the American Correctional Association’s book, Best Practices: Excellence in Corrections.¹⁰

PERFORMANCE MEASURES:

- ▲ Total number of community service hours completed by incarcerated offenders and offenders on community supervision.
- ▲ Number of community service hours ordered by the courts in lieu of jail time.
- ▲ Value of labor provided by offenders performing community service.

OBJECTIVE:

Increase victim and witness awareness of and satisfaction with the services of the Department.



STRATEGIES:

- ▲ Develop a survey to establish a baseline for victim satisfaction with Department services.
- ▲ Develop a process to inform victims of services offered by the Department.
- ▲ Conduct community-based focus groups to identify how the public can participate in this program and how it can be improved.
- ▲ Form a victim council to work with the Department on victim issues and establish future strategies and measures.

RESEARCH SHOWS:

Mental health practitioners and criminal justice professionals recognized as early as 1981 that victims who receive information about their cases and are allowed to participate and have input into the criminal justice process have a higher degree of satisfaction with the process and experience a higher degree of closure to their victimization.¹¹

In 1982, Deborah Kelly conducted a study which revealed that a sense of participation was more critical to victims' satisfaction with the criminal justice system than how severely the defendant was punished.¹²

VICTIM/WITNESS NOTIFICATION PROGRAM
Fiscal Years 1989 through 1998

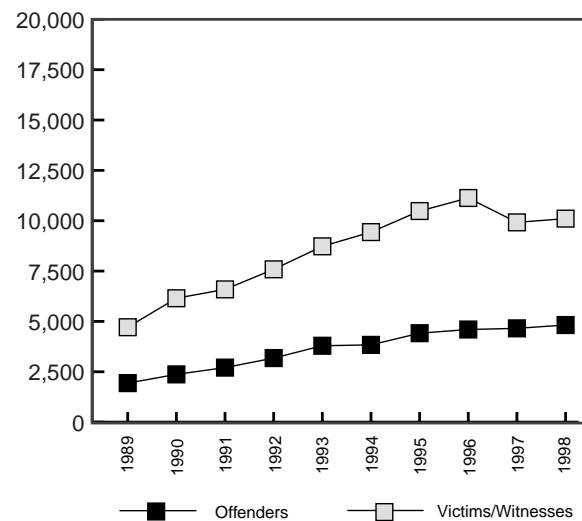


Chart 40

PERFORMANCE MEASURES:

- ▲ Percent of victims and witnesses who are satisfied with the services of the Department.
- ▲ Percent of victims and witnesses notified of their eligibility for services who enroll in the Victim/Witness Program.
- ▲ Number of victims who participate in the Victim Awareness Education Program.

GOAL:

**BASED UPON RESEARCH AND BEST PRACTICES, UTILIZE
RESOURCES AND DEVELOP PROGRAMS TO IMPACT FACTORS
RELATED TO CRIMINAL BEHAVIOR.**

OBJECTIVES:

- ▲ Develop and implement quality standards for each offender change program based on effective correctional research or best practices.
- ▲ Increase the number of offenders completing the entire multi-phased chemical dependency treatment program by ten percent while reducing the cost per offender completion by five percent.
- ▲ Increase the number of offenders completing education course subject levels by five percent each year while reducing the cost per offender enrollment by two percent each year.
- ▲ Increase the number of offenders who complete vocational skills training by five percent while reducing the cost per offender enrollment by two percent each year.
- ▲ Increase the number of offenders referred for job placement services as part of transitioning from prison to community placement by ten percent by June 30, 2001.
- ▲ Increase to 2,575 the Class I and II jobs as mandated by RCW 72.09.111 by June 30, 2000.
- ▲ Maintain a 70 percent employment rate for available incarcerated offenders through the 1999-01 Biennium.

OBJECTIVE:

Develop and implement quality standards for each offender change program* based on effective correctional research or best practices.



STRATEGIES:

- ▲ Ensure continuity of program delivery statewide.
- ▲ Conduct internal program audits and adjust procedures as necessary to meet established standards.
- ▲ Initiate an external audit of programs to ensure consistency with established standards.
- ▲ Develop a system to collect and report data related to offender change programs.
- ▲ Develop a systematic approach to implement and evaluate pilot projects.

RESEARCH SHOWS:

According to MacKenzie and Hickman in What Works in Corrections?, a rehabilitation program can effectively change offenders if it follows four basic principles:

- ▲ The program must directly address characteristics that can be changed and that are directly associated with an individual's criminal behavior.
- ▲ The program must be delivered as planned and designed.
- ▲ The program must target offenders who are at sufficient risk for recidivism.
- ▲ The program must deliver treatment in a style and mode that addresses the learning styles and abilities of offenders.¹³

QUALITY STANDARDS:

The Department is committed to developing standards for all offender programs. Areas addressed in these standards will be research and/or program evaluations criteria, consistent program content across the state, and training received by facilitators of these programs. As these standards are implemented, the Department can expect a more efficient and consistent approach in its offender programs.

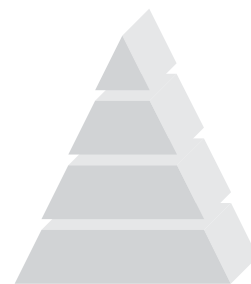
PERFORMANCE MEASURES:

- ▲ Number of programs with standards developed.
- ▲ Percent of programs audited that comply with standards.

* Offender change programs are described on Page 11.

OBJECTIVE:

Increase the number of offenders completing the entire multi-phased chemical dependency treatment program by ten percent while reducing the cost per offender completion by five percent.



STRATEGIES:

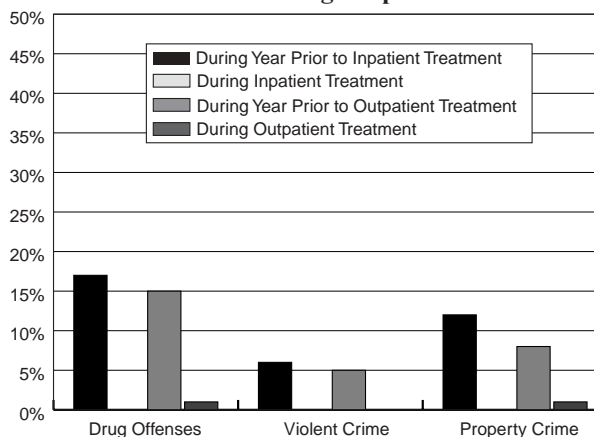
- ▲ Review program utilization and needs, and revise resource allocation to maximize treatment options.
- ▲ Develop and implement a multi-phased chemical dependency treatment program that includes therapeutic community and transition components consistent with research.
- ▲ Develop and implement a chemical dependency treatment policy.
- ▲ Using the American Society of Addictive Medicine model of intervention, assure the right offender is directed to the right chemical dependency program at the right time.
- ▲ Establish baseline information for program completion rates.

RESEARCH SHOWS:

Research validates the continuum of care approach for chemically dependent offenders, specifically the therapeutic community and modified community-based therapeutic community models. In What Works in Corrections?, Mackenzie and Hickman state that there are a number of studies having a reasonable level of scientific merit that show evidence that this type of in-prison programming, coupled with follow-up treatment in the community, is effective in reducing recidivism.¹⁴ The strategies supporting this objective are focused on maximizing this proven multi-phased chemical dependency treatment program.

CRIMINAL ARRESTS BEFORE/DURING TREATMENT AMONG ADULT CLIENTS DISCHARGED (by Treatment Modality)

October 1996 through September 1997



Source: Baxter, B.I., Changes in Clients' Alcohol/Other Drug Use and Lifestyles During Publicly-Supported Chemical Dependency Treatment in Washington State: October 1996-September 1997 Discharges, Alcohol and Drug Abuse Institute, University of Washington, Seattle, 1998.

Chart 32

PERFORMANCE MEASURES:

- ▲ Number and percent of offenders who are admitted to and complete the multi-phased chemical dependency program.
- ▲ Cost per service hour of the chemical dependency program.
- ▲ Percent of those screened as chemically dependent compared to those admitted to treatment.
- ▲ Number and percent of those who complete chemical dependency treatment who are not returned to prison for drug offenses.

OBJECTIVE:

Increase the number of offenders completing education course subject levels by five percent each year while reducing the cost per offender enrollment by two percent each year.



STRATEGIES:

- ▲ Establish standards for the number of hours of education program participation.
- ▲ Establish a process for ensuring that available class capacity is maximized.
- ▲ Coordinate education programs with other offender programs to ensure classes are scheduled at appropriate times.
- ▲ Establish baseline information for hours of participation and cost per offender enrollment.

RESEARCH SHOWS:

Research in the 1990s has failed to reach a definitive conclusion regarding the effectiveness of correctional education on recidivism. Although there are numerous studies that have produced results that report a positive impact on recidivism, MacKenzie and Hickman reports there is a lack of scientific rigor in the research methodology. Research in the area is riddled with problems, such as a lack of random assignment and statistical analyses, and therefore scientifically based conclusions cannot be reached.¹⁵ Eventually, as research methods improve, a clearer answer will emerge and there is reason to believe that future evaluations might produce promising results.

**EDUCATION LEVELS
IN OFFENDER POPULATION
June 30, 1998**

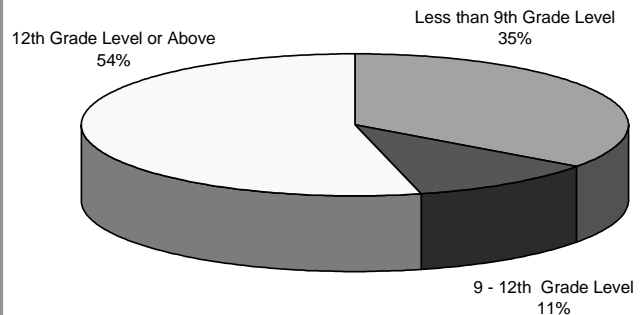


Chart 33

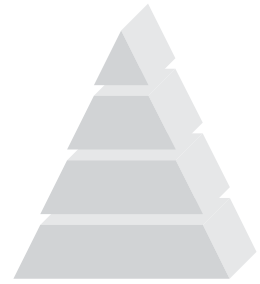
NOTE: 1,940 offenders either were not tested or had no composite score.

PERFORMANCE MEASURES:

- ▲ Number of education course subject levels¹⁶ completed.
- ▲ Cost per offender enrollment.
- ▲ Number of GEDs completed.
- ▲ Number of offenders who need educational programming.
- ▲ Percent of offenders who need educational programming who are actually enrolled.
- ▲ Percent of available classroom slots which are filled.

OBJECTIVE:

Increase the number of offenders who complete vocational skills training by five percent while reducing the cost per offender enrollment by two percent each year.



STRATEGIES:

- ▲ Establish an offender assessment process to ensure candidates are referred and placed in appropriate programs consistent with case planning.
- ▲ Develop a process to assure the right offender is directed to the right program at the right time.
- ▲ Identify future as well as existing program vacancies and actively recruit qualified offenders to these programs.
- ▲ Establish baseline information for cost per offender enrollment.

RESEARCH SHOWS:

Many authors have reviewed research studies examining the effectiveness of vocational education programs in reducing recidivism. Overall, there is sufficient evidence to conclude that some vocational education programs appear to be effective in reducing recidivism (MacKenzie and Hickman).¹⁷ The vocational education programs offered by the Department follow this research and the strategies are focused on increasing offender participation in this area.

VOCATIONAL SKILLS TRAINING:

The Department provides training to prepare offenders for prison work programs and for community employment upon release. Types of training include:

Computer Technology Classes

- ▲ Business Basics
- ▲ Computer Applications
- ▲ Desktop Publishing
- ▲ Office Technology
- ▲ Production Scheduling

Trade Skills Classes

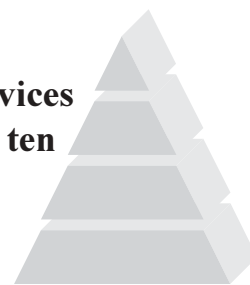
- ▲ Automotive Repair
- ▲ Carpentry
- ▲ Drafting
- ▲ Upholstery
- ▲ Welding

PERFORMANCE MEASURES:

- ▲ Percent of enrolled offenders who successfully complete a vocational skills program.
- ▲ Cost per offender enrollment.
- ▲ Number of offenders enrolled in vocational skills programs.
- ▲ Percent of available vocational skills program slots which are filled on a monthly basis.

OBJECTIVE:

Increase the number of offenders referred for job placement services as part of transitioning from prison to community placement by ten percent by June 30, 2001.



STRATEGIES:

- ▲ Develop required, consistent competency based work ethic classes.
- ▲ Develop required work ethic training for staff working with work ethic program offenders.
- ▲ Develop a consistent employment readiness and return to work program.
- ▲ Develop a collaborative process with employers and Employment Security Department to facilitate the employment process and have job net available at all Office of Correctional Operations locations.
- ▲ Give community corrections officers training to help offenders obtain and/or retain better jobs.
- ▲ Establish a baseline of transitioned offenders who are employed or enrolled in an education program within one year of release.

RESEARCH SHOWS:

Research has confirmed that community employment programs have many positive outcomes on offender behavior. Many research studies, several referenced by MacKenzie and Hickman in What Works in Corrections?, have found that these types of programs are effective in reducing recidivism.¹⁸ In particular, enhanced employment search programs evaluated by P. Clark did appear to be effective.¹⁹ By continuing to expand the job opportunities for offenders, the Department is directly capitalizing on these research findings.

JOB PLACEMENT PROGRAMS:

The Department is involved with various job placement programs such as:

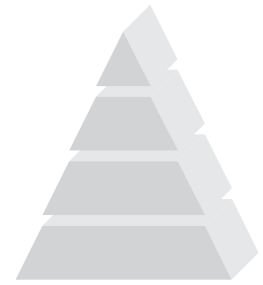
- ▲ Contracting with the Corrections Clearing-house for employment services for offenders in locations throughout the state.
- ▲ Specialized programs for ex-offenders in recovery from chemical dependency. Offenders receive individual assistance in job readiness, self esteem, career decision making, job search techniques, referrals, resumes, and counseling to address any impediments to employment. This particular program has a 56 percent placement rate.

PERFORMANCE MEASURES:

- ▲ Number of offenders referred for job placement services as part of transitioning to community placement.

OBJECTIVE:

Increase to 2,575 the Class I and II jobs* as mandated by RCW 72.09.111 by June 30, 2000.



STRATEGIES:

- ▲ In keeping with facility security requirements, make Class I and II jobs a top priority due to production schedule demands.
- ▲ Identify and verify job skills of incoming offenders.
- ▲ Vary the hours available for jobs, education, vocational programs, counseling appointments, etc., to accommodate offender schedules.
- ▲ With the collaboration of Correctional Industries and facility staff, actively recruit Class I private sector partners.
- ▲ Working within all program areas, provide pre-employment job readiness and vocational education to offenders.
- ▲ Acquire state procurement contracts held by out-of state vendors upon expiration of the existing contract.

RESEARCH SHOWS:

Research has confirmed that correctional industry employment programs have many positive outcomes on offender behavior. Many research studies, several referenced by MacKenzie and Hickman in What Works in Corrections?, have found that these types of programs are effective in reducing recidivism.²⁰ By continuing to expand the job opportunities for offenders, the Department is directly capitalizing on these research findings.

**GROWTH IN CLASS I AND CLASS II
OFFENDER EMPLOYMENT**
Fiscal Years 1983 through 2000

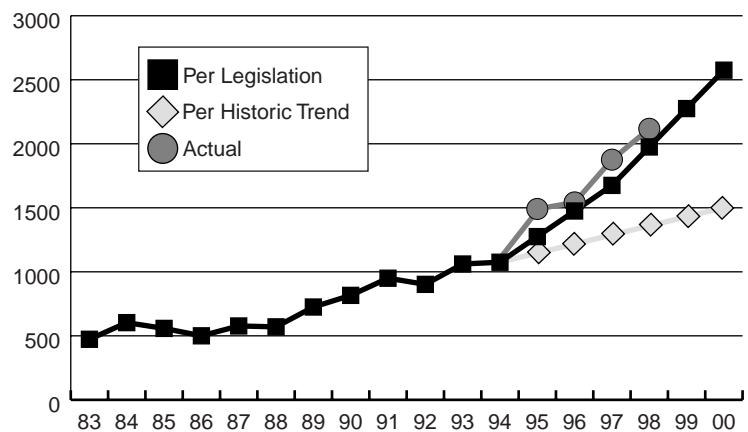


Chart 13

PERFORMANCE MEASURES:

- ▲ Number of offenders working in Class I or II jobs.
- ▲ Percentage of available offenders in Class I and II work programs.

* Class I and II jobs are described on Page 12.

OBJECTIVE:

Maintain a 70 percent employment rate for available incarcerated offenders through the 1999-01 Biennium.



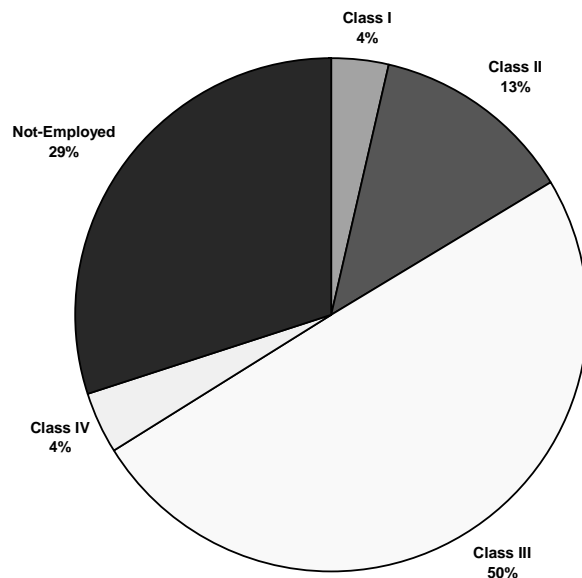
STRATEGIES:

- ▲ Increase community service jobs.
- ▲ Continue Class II* sales growth by increasing state contracts and expanding product lines.
- ▲ Strengthen collaboration with Department and external stakeholders to improve customer service and better meet customer needs.

RESEARCH SHOWS:

The positive effects of Correctional Industries and vocational type work training experience on reducing recidivism rates are well documented by MacKenzie and Hickman in What Works in Corrections?²¹ In addition, Maguire, Flanagan, and Thornberry noted that other correctional work programs, which may include such tasks as cleaning, maintenance, and grounds keeping, have goals more associated with reducing offender idleness and prison operating costs.²² In this latter group, offenders under the jurisdiction of the Department performed over 7,000,000 hours of labor during Fiscal Year 1998.

**DEPARTMENT OF CORRECTIONS
OFFENDER EMPLOYMENT
as of June 30, 1998**



NOTE: Excludes work release and pre-release.

Chart 109

PERFORMANCE MEASURES:

- ▲ Percent of available offenders working in Class I through IV* jobs.

* Class I, II, III, and IV jobs are described on Page 12.

GOAL:

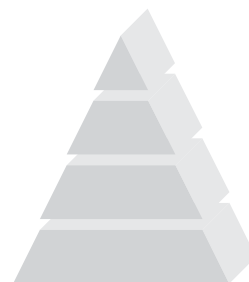
MANAGE RESOURCES EFFICIENTLY.

OBJECTIVES:

- ▲ Control the medical cost per offender while providing medically necessary care.
- ▲ Reduce custody and mandatory post staff unscheduled absenteeism rate by five percent by June 30, 2001.

OBJECTIVE:

Control the medical cost per offender while providing medically necessary care.



STRATEGIES:

- ▲ Support community care with standardized treatment guidelines, consistent with best practices.
- ▲ Implement standards for pharmaceutical use based on data and best practices.
- ▲ Implement prevention and early intervention strategies consistent with best practices to control disease and injury.
- ▲ Modify the staffing model at each facility, as required, to support access to medically necessary care.
- ▲ Conduct feasibility study of:
 - ▲ Implementing tele-medicine practices.
 - ▲ Establishing an electronic medical records system.

RESEARCH SHOWS:

Over the past 15 years, health care purchasers both in the public and private sector implemented numerous types of cost controls. Although some of these are effective for non-incarcerated people, the impact of these programs in the correctional setting is still being evaluated. The Department is testing the applicability and effectiveness of these programs and has implemented the following:

- ▲ Charging a copayment for health care services;
- ▲ Establishing an Offender Health Plan which establishes a uniform definition for medically necessary care;
- ▲ Implementing a managed care pilot for six institutions in two regions of the state; and
- ▲ Shifting costs for non-medically necessary services to the offender, e.g., providing over-the-counter drugs via the inmate stores system and a policy that allows the offender to pay for services not covered by the Department.

MEDICAL EXPENDITURES PER OFFENDER Fiscal Years 1992 through 1998

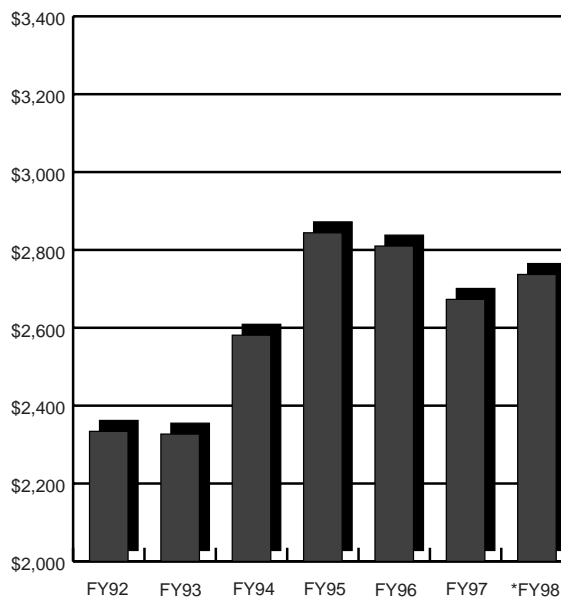


Chart 37

*Fiscal Year 1998 includes pre-release and assisted living facilities.

PERFORMANCE MEASURES:

- ▲ Medical cost per offender.
- ▲ Cost of pharmaceuticals per offender.

OBJECTIVE:

Reduce custody and mandatory post staff unscheduled absenteeism rate by five percent by June 30, 2001.

STRATEGIES:

- ▲ Establish a quality team to research custody and mandatory post staff absenteeism and recommend reduction strategies.
- ▲ Work with the Personnel Resource Board to liberalize call-back requirements for voluntary overtime.
- ▲ Market the benefits of sick leave accumulation.
- ▲ Explore alternatives that allow an employee to give shorter notice when requesting time off.
- ▲ Determine if additional alternate shift scheduling will further this objective.

RESEARCH SHOWS:

Charles Logan, working for the Princeton University Study Group on Criminal Justice, as published by the U.S. Department of Justice, reports that such management related variables as staff morale, absenteeism, and turnover are visible reflections of institutional stress and tension.²³ In addition, economic issues related to overtime and security issues related to staffing requirements highlight the impact of absenteeism. The Department's strategies are focused upon reducing absenteeism.

IMPACT OF UNSCHEDULED LEAVE:

Controlling sick leave usage at institutions is particularly important because custody posts must be staffed 24 hours a day, seven days a week. When a scheduled employee is absent, another must be paid to perform this job, sometimes at an overtime rate.

PERFORMANCE MEASURES:

- ▲ Average sick leave and unscheduled leave/hours used by custody and mandatory post staff.
- ▲ Scheduled/unscheduled leave use rate by month.
- ▲ Amount of non-holiday overtime expenditures.

GOAL:

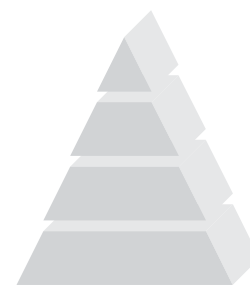
**RECRUIT AND RETAIN DIVERSE, PROFESSIONAL STAFF WHO
ENCOURAGE AND MODEL POSITIVE COMMUNITY VALUES.**

OBJECTIVES:

- ▲ Improve correctional officer training by fully implementing the Correctional Officer Achievement (COACH) Program by January 1, 2000.
- ▲ Maintain the current staff turnover rate through the 1999-01 Biennium.
- ▲ Increase the pool of applicants of diverse candidates for all local lists, Washington Management Services (WMS), and exempt recruitments by ten percent each year as voluntarily reported by applicants.
- ▲ Provide diversity orientation for 100 percent of new employees within the first six months of employment beginning January 2000.

OBJECTIVE:

Improve correctional officer training by fully implementing the Correctional Officer Achievement (COACH) Program by January 1, 2000.



STRATEGIES:

- ▲ Designate a COACH coordinator or manager to ensure statewide consistency of the COACH program.
- ▲ Make COACH available to intermittents and temporary staff, as well as permanent staff.
- ▲ Require COACH completion before promotion to a Correctional Officer 2.
- ▲ Require completion of the COACH program or proficiency testing within the probationary period for individuals hired as a Correctional Officer 2.

RESEARCH SHOWS:

The Center for Workforce Development reports that, while formal and informal learning augment each other, most learning in organizations occurs informally in everyday work activities. The amount and quality of learning is greatly impacted by the environment in which the learning occurs. An organization that can tap into the informal learning system can help employees develop skills essential to the success of the job.²⁴

WHAT IS COACH?

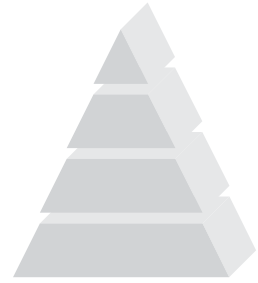
COACH (Correctional Officers Achievement Program) is an on-the-job training program which provides documented step-by-step instruction for development of key skills performed by correctional officers. The program is tailored to meet the unique needs of individual facilities so staff receive training that is both relevant and appropriate. Experienced correctional officers provide the training. By using a standardized yet informal training program to teach standards, the Department is able to ensure employees are knowledgeable about basic security practices.

PERFORMANCE MEASURES:

- ▲ Percent of sergeants trained as field training officers.
- ▲ Percent of Correctional Officer 2s utilized as coaches.
- ▲ Percent of Correctional Officer 1s who complete the program or proficiency testing process.
- ▲ Percent of correctional officers demonstrating practices of the program by performance audits.

OBJECTIVE:

Maintain the current staff turnover rate through the 1999-01 Biennium.



STRATEGIES:

Recruitment:

- ▲ Develop a comprehensive screening and selection process to evaluate the capabilities of applicants to successfully perform the responsibilities of the job.
- ▲ Develop cooperative relationships with educational facilities to broaden the pool of potential applicants.
- ▲ Evaluate job classifications for potential salary adjustments when difficulties in recruiting and retaining staff have been documented.

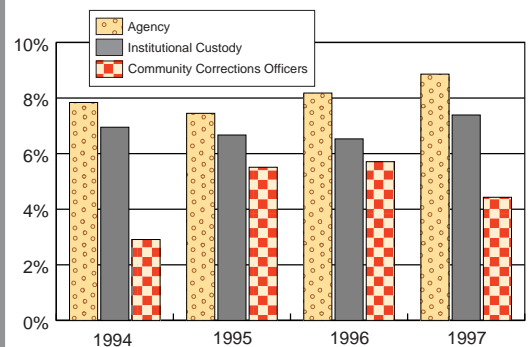
Retention:

- ▲ Study ways to increase options for career development and progression.
- ▲ Establish a process that facilitates development of training plans that enable employees to attend training that is applicable and useful in performance and their career development paths.
- ▲ Coordinate with the Quality Steering Committee to utilize an employee morale survey to establish a baseline, identify trends, and inform management.
- ▲ Evaluate information obtained from exit questionnaires to develop retention strategies for retention of quality staff.

RESEARCH SHOWS:

Employee turnover is a long-standing universal managerial concern. When an employee leaves an organization, it usually experiences substantial costs. Costs to the organization may include decreased productivity, cost of hiring a new employee, increased training time, and other indirect costs. Other turnover consequences relate to smoothness and continuity of organizational operations, employee morale, and the difficulty of replacing the departed employee. As a result, organizations are concerned about monitoring turnover, determining the variables that influence it, and managing turnover behavior. Knowing the extent and cost of employee turnover is important to securing funds, resources, and organizational commitment which reduce turnover.²⁵

RECENT TURNOVER RATE TRENDS Calendar Years 1994 through 1997



Washington's current turnover rate for institutional custody staff is about eight percent, well below the national average of 14 percent.

PERFORMANCE MEASURES:

- ▲ Turnover rate.
- ▲ Employee morale and job satisfaction survey results.

OBJECTIVE:

Increase the pool of applicants of diverse* candidates for all local lists, Washington Management Services (WMS), and exempt recruitments by ten percent each year as voluntarily reported by applicants.**



STRATEGIES:

- ▲ Develop a departmentwide recruitment plan and approach that targets diverse candidates inside and outside the organization.
- ▲ Develop cooperative relationships with educational facilities to broaden the pool of potential applicants.
- ▲ Enhance outreach strategies including a marketing plan.

RESEARCH SHOWS:

In his article “Multiculturalism Makes Good Business Sense,” R. F. Frederico writes that employers can obtain improved morale, better performance, and enhanced customer service via the revitalization engendered from work force diversity. While traditional factors like job security, salary, pensions, and health insurance are still important to the work force, new programs that support work force diversity are gaining in popularity. Diversity is accepted as value added and many corporations have discovered that valuing human differences improves the performance of the work force. It is important to communicate a message of multiculturalism by creating a workplace that respects the personal values of employees, encourages a balance between work and family life, and develops an environment that is free of harassment.²⁶

**DEPARTMENT OF CORRECTIONS
APPLICANTS BY GROUP
Fiscal Year 1997**

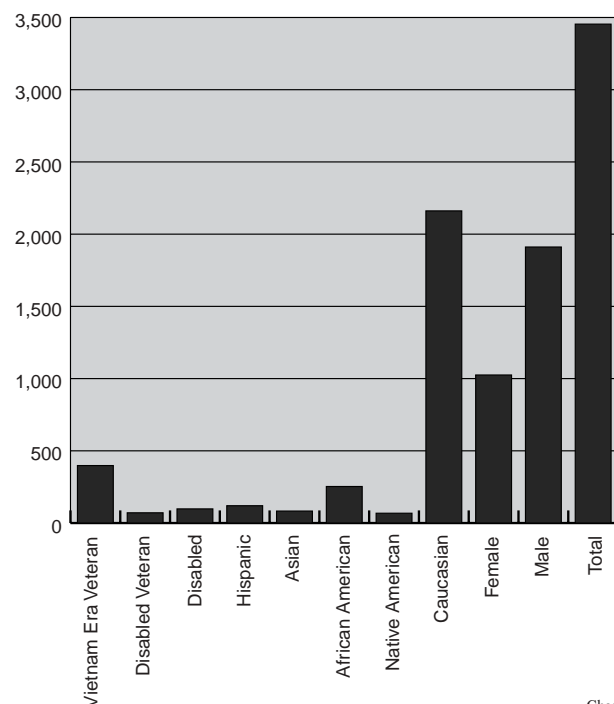


Chart 107

PERFORMANCE MEASURES:

- ▲ Number of diverse applicants on local lists, WMS, and exempt recruitments.

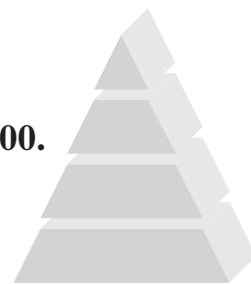
NOTE:

* Diversity encompasses a wide variety of individual and cultural characteristics. This objective measures one component of diversity that is quantifiable.

** Certain job classes used by the Department of Corrections have been designated as local list classes. This means the Department has the authority to recruit, test, and hire without using Department of Personnel registers.

OBJECTIVE:

Provide diversity orientation for 100 percent of new employees within the first six months of employment beginning January 2000.



STRATEGIES:

- ▲ Develop a plan to implement the Department's "Diversity: New Employee Orientation" course, to be in place and measurable by January 2000.
- ▲ Provide instructor training to designated staff to deliver "Diversity: New Employee Orientation" and other related subject matter training programs that they are certified to deliver.
- ▲ Integrate "Diversity: New Employee Orientation" for all newly hired staff into the normal training cycle beginning January 2000 for a specified block of time in each region.
- ▲ Develop a plan to implement sexual harassment, Americans with Disabilities Act, and affirmative action courses consistent with the Department's policies.

RESEARCH SHOWS:

"In diversity training, participants become more aware of themselves. If we are not aware of our own feelings and prejudices and stereotypes, we will never be able to open up enough to look at someone else's differences positively."²⁷

Training fosters an awareness and acceptance of individual differences and explores how those differences can be an asset in the workplace.

**NUMBER OF STAFF
RECEIVING DIVERSITY TRAINING
Fiscal Years 1995 through 1998**

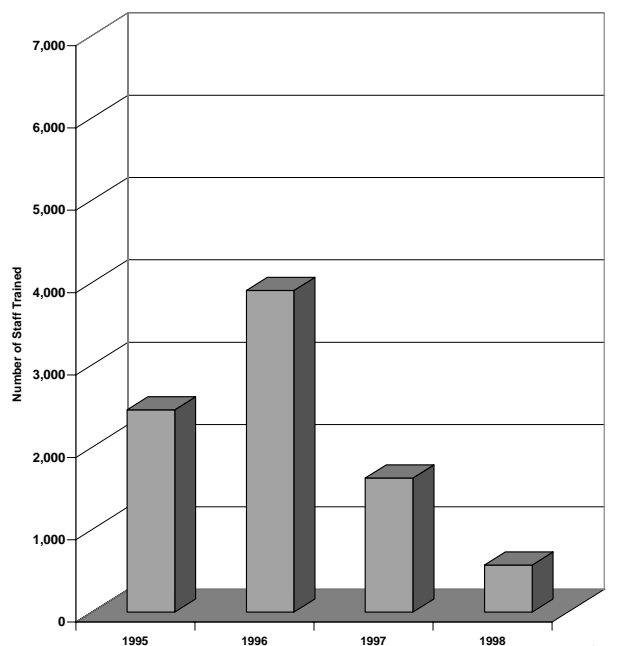


Chart 108

PERFORMANCE MEASURES:

- ▲ Percent of employees receiving diversity training within six months of hire.

GOAL:

**DEVELOP AN ORGANIZATIONAL CULTURE THAT EMBODIES
QUALITY IMPROVEMENT THROUGH STAFF INVOLVEMENT AND
COLLABORATION.**

OBJECTIVE:

- ▲ Foster a culture of continuous quality improvement, as measured by a one point increase in the Washington State Quality Self-Assessment score by June 30, 2001.

OBJECTIVE:

Foster a culture of continuous quality improvement, as measured by a one point increase in the Washington State Quality Self-Assessment score by June 30, 2001.



STRATEGIES:

- ▲ Publish departmentwide the effective tools, best practices, and results of quality efforts in order to build and enhance individual and organizational learning.
- ▲ Communicate the Strategic Plan to all staff and stakeholders to articulate the Department's future direction and actions.
- ▲ Ensure that effective feedback mechanisms are incorporated into all quality and improvement initiatives.
- ▲ Develop criteria to evaluate managers based upon demonstration of quality improvement, performance, and results.
- ▲ Design and install a departmentwide communication plan that reflects the value placed on effective dialog and open communication.
- ▲ Link annual staff recognition awards directly to quality improvement efforts.

RESEARCH SHOWS:

Based on current organizational and management research, several attributes have been identified as key to improved organizational performance and quality in both private and public organizations. Some of those attributes are:

- ▲ Leadership and Staff Commitment to Quality and Improved Performance.
- ▲ Stakeholder Focused Quality.
- ▲ Open Communications.
- ▲ Performance Measurement.
- ▲ Organizational and Individual Learning.
- ▲ Participation and Creativity.
- ▲ Collaboration Between Systems and Units.
- ▲ Continuous Improvement.
- ▲ Decisions Based on Facts, Feedback, Research and Analysis.²⁸

DEPARTMENT OF CORRECTIONS QUALITY SELF-ASSESSMENT PROCESS²⁹ 1998 Assessment Results

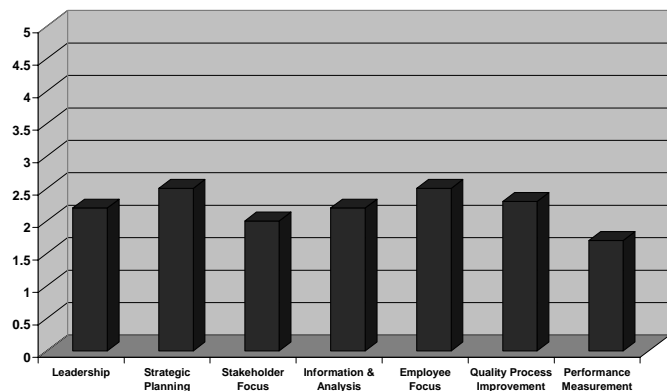


Chart 111

PERFORMANCE MEASURES:

- ▲ Change in overall and specific category scores of the Washington State Quality Self-Assessment.
- ▲ Number of staff trained in quality awareness and overall level of understanding of quality principles.

GOAL:

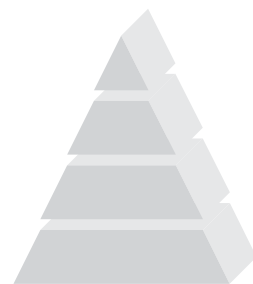
**PROVIDE A SAFE, SECURE, AND HEALTHY ENVIRONMENT AT ALL
DEPARTMENT FACILITIES AND WORK SITES.**

OBJECTIVES:

- ▲ Increase the number of site safety programs that comply with Department policies by five percent by June 30, 2001.
- ▲ Reduce the number of offender assaults and fights by ten percent by June 30, 2001.
- ▲ Reduce the use and possession of controlled substances within facilities by two percent by June 30, 2001.
- ▲ Reduce employee workers' compensation claim costs by five percent in relation to the number of employees by June 30, 2001.

OBJECTIVE:

Increase the number of site safety programs that comply with Department policies by five percent by June 30, 2001.



STRATEGIES:

- ▲ Establish a baseline for tracking inspections.
- ▲ Target areas for improvement through the safety audit process.
- ▲ Provide specialized safety program awareness training to targeted stakeholders.
- ▲ Improve visibility of inspection outcomes and recognize quality performance through the Safety Recognition and Awards Program.
- ▲ Establish a statewide safety council to review the current safety audit process.

RESEARCH SHOWS:

According to R. E. Earnest, “How a firm responds to safety largely depends on its ‘safety culture,’ which reveals itself through an organization’s values and norms.” A proactive safety culture searches for ways to measure the systems that produce the results. In a proactive culture, activities focus on behavior and system improvement. The employer identifies key elements of the safety system and devises a rating system to evaluate and quantify those key elements of the system. Recognizing contributions which improve the safety rating help ensure continuous improvement of the safety system and consequently drives down accidents and associated costs.³⁰

SITE SAFETY PROGRAM AVERAGE SCORE
(Maximum Possible Score 30 Points)
Fiscal Years 1994 through 1997

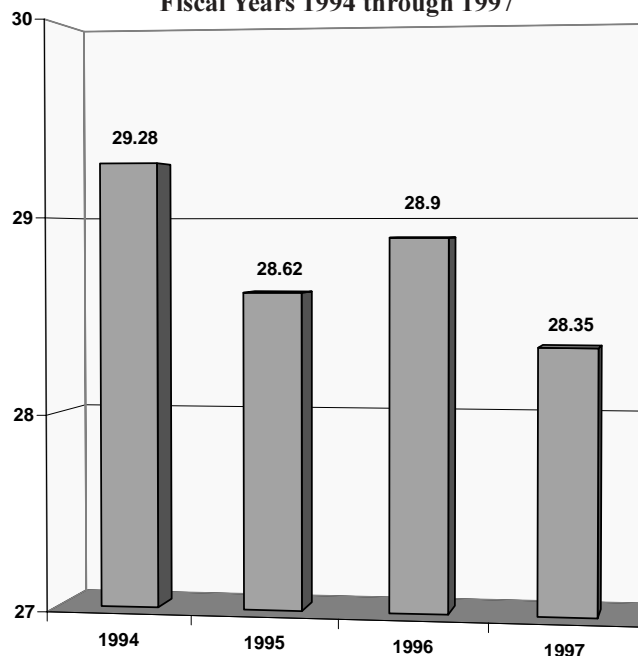


Chart 115

PERFORMANCE MEASURES:

- ▲ Number of site safety programs that comply with Department policies.
- ▲ Average score (out of 30 possible points) of programs not in full compliance.

OBJECTIVE:

Reduce the number of offender assaults and fights by ten percent by June 30, 2001.



STRATEGIES:

- ▲ Provide tactical verbal skills training to employees working in facilities. This training provides employees with skills to diffuse situations before they escalate into violence.
- ▲ Collaborate with counties to prosecute assaults that are referred.
- ▲ Provide training in defensive tactics and/or self defense to all staff who supervise or work with offenders.
- ▲ Provide emergency response training to all new employees and current employees.
- ▲ Reduce offender idleness by improving the availability of education, jobs, and other activities.
- ▲ Establish a quality team to identify best practice and implement at all institutions.
- ▲ Apply for a National Institute of Corrections Technical Assistance Grant to conduct a review of best practices in terms of policies, procedures, equipment, physical plant, staff training, etc.

RESEARCH SHOWS:

The ability of an institution to provide a safe environment for the staff as well as for the offenders is critical. The subject of safety includes adequate staffing and the appropriateness of training.³¹ It is also important to note that the intent of the Sentencing Reform Act was directed at sending the more violent offenders to prison, for longer periods, rather than to the community. Informal Department research suggests that the offenders who have been committed for violent crimes commit the greatest portion of assault infractions while incarcerated.

**DEPARTMENT OF CORRECTIONS
VIOLENCE RELATED INFRACTIONS
Calendar Years 1995 through 1997**

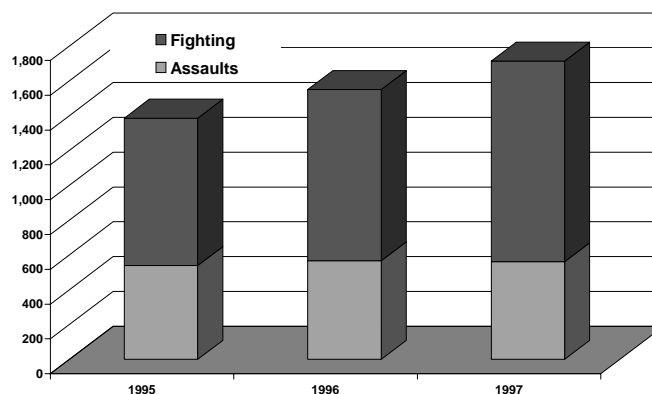


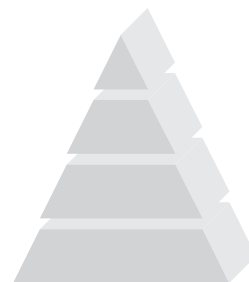
Chart 113

PERFORMANCE MEASURES:

- ▲ Number of assaults by offenders against staff.
- ▲ Number of assaults by offenders against offenders.
- ▲ Number of fighting infractions.

OBJECTIVE:

Reduce the use and possession of controlled substances within facilities by two percent by June 30, 2001.



STRATEGIES:

- ▲ Establish a quality team to develop reduction strategies by January 1, 1999.
- ▲ Develop a policy and implement consistent data and recording procedures by July 1, 1999.
- ▲ Establish baseline data by January 1, 2000.
- ▲ Improve investigation and search methods to detect and reduce the controlled substances entering the facility.
- ▲ Review use of canines within the Department to identify and implement best practices.

RESEARCH SHOWS:

Charles Logan, working for the Princeton University Study Group on Criminal Justice, as published by the U. S. Department of Justice, reports that a secure facility is one that is impervious in either direction, outward or inward. Escapes are an obvious indicator of a lack of security, but inward penetration of drugs or other contraband also represents a breakdown of external security.³² Recognizing the importance of inward penetration as a vital indicator of security, the Department has developed strategies which directly address this issue.

**DEPARTMENT OF CORRECTIONS
NARCOTIC RELATED INFRACTIONS
Calendar Years 1995 through 1997**

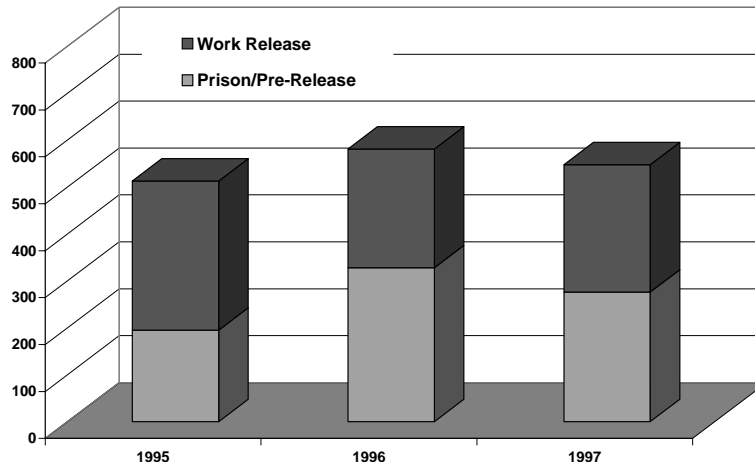


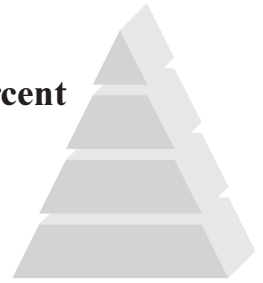
Chart 112

PERFORMANCE MEASURES:

- ▲ Number of infractions (per 1,000 offenders) related to the use and possession of controlled substances.
- ▲ Percentage of positive urinalysis tests.
- ▲ Number of incidents of controlled substances confiscated.

OBJECTIVE:

Reduce employee workers' compensation claim costs by five percent in relation to the number of employees by June 30, 2001.



STRATEGIES:

- ▲ Increase departmentwide opportunities for providing return to work light duty assignments.
- ▲ Continue to provide formal claims management training to claims coordinators.
- ▲ Inform staff of the financial benefits and positive impacts of a viable safety program and encourage development of wellness programs at the local level.
- ▲ Establish a statewide safety council and deploy regional safety staff focusing on accident prevention programs.
- ▲ Continue to manage claims with the objective of returning employees to work.

RESEARCH SHOWS:

A recent review of safety literature confirms that injury claim costs are still one of the primary indicators of workplace safety. This statistical data is continually used by the industry and by insurance companies in assessing how safe a work environment is.³³ Recognizing the industry standard, the Department has developed strategies that will directly impact the Department's claim costs.

FISCAL YEAR 1998 WORKERS' COMPENSATION:

Average Time Loss Days per Claim
8.22

Total Claim Expenditures
\$783,146

Average Actual Claim Cost per Employee
\$118

PERFORMANCE MEASURES:

- ▲ Quarterly claim costs compared to number of employees (cost per employee).
- ▲ Number of time loss days.
- ▲ Actual quarterly claim costs.

**Information Technology Divider Page here
(corel draw)**

INFORMATION TECHNOLOGY STRATEGIC PLAN

The information technology goals and strategies are essential to the success of the Department's goals. The Department is continuing to develop and implement new technical architecture to maximize the benefit of new and existing technologies that provide value to users. It is making changes in many areas including the wide area network, local area networks, data architecture, desktop environment, and the use of enabling technologies. These changes will allow the Department to adopt the most effective and efficient approaches to processing data at the mainframe, client-server, desktop levels, and integration with other law enforcement systems.

The Department's wide area network is router based using a standard TCP-IP protocol and frame relay technology to handle traffic between all facilities internally and with other state agencies. This approach provides critical bandwidth flexibility to users across the Department and extensive network management capabilities. This is increasingly important as the Department moves toward implementation of a Department intranet and web-based applications. The network provides a stable and scaleable infrastructure that supports new systems such as the Offender Based Tracking System (OBTS) replacement and new client server applications such as the Inmate Trust Accounting System, Commissary System, and the Graphically Enhanced Network Information Enterprise (GENIE) system. This wide area network strategy also includes provisions to upgrade components as faster and/or less expensive alternatives become available. The Department will be evaluating the feasibility of using the network to carry voice and video.

The Department has been converting fixed function terminals to personal computers. That process should be complete in the 1999-01 Biennium as the remaining facilities complete infrastructure upgrades to accommodate the technology. The purpose of this move is to provide users with access to software that supports critical business functions and a user-friendly interface to applications. The Department has a standard desktop-operating environment that includes Windows 95 and the Microsoft Office Suite. The Department is moving toward implementation of Microsoft Exchange as a replacement for the current mainframe email system in an effort to provide connectivity and communication internally and externally. Internet access has been implemented for users and a Department intranet is being developed and implemented in support of business and improved workflow processes.

Some enabling technologies are moving toward implementation in specific areas within the Department. The Office of Correctional Operations will be implementing GENIE and providing offender reporting kiosks at field offices to facilitate offender reporting. A computer based graphical user interface for community corrections officers (CCOs) is being prepared to provide automated decision support, up-to-date information, case management tools, and a linkage with the reporting kiosks. CCOs currently use notebook computers that provide OBTS access and office automation software that can be used in the office or in the field. The new decision support program will build on that notebook technology base. In other parts of the Department, imaging systems are in use on a limited basis while the Department plans for a feasibility study for integrated imaging and electronic files. Additionally, web-based applications are being explored as alternatives to traditional client-server and mainframe based applications.

Information Technology Goals and Strategies

The information technology goals are designed to support the Department's business processes into the next century. The information technology goals and strategies of the Department are:

IT Goal 1: Provide reliable, relevant, and easily accessible information and data to the public and the Department customer.

- ▲ Deploy and upgrade information technology uniformly.

Allows the Department to achieve best price procurement, minimizes training costs to use and support technology, and allows the Department to plan for upgrades and improvements.

- ▲ Develop and use the Internet and a Department home page/web site and other Internet services.

Enables the Department to place information deemed appropriate for public dissemination on a web site allowing the public to have electronic access and to provide an area for the public to query the Department for additional information.

- ▲ Ensure that all automated information systems and telecommunications systems are Year 2000 compliant.

Ensures that all current systems and any planned systems will be able to adapt and convert to the Year 2000 and beyond.

- ▲ Ensure that any new systems readily withhold or mask non-disclosable data.

Ensures that any new system that is developed provides broad public access to non-restricted public records while providing a method or process to ensure that non-disclosable data under chapter 42.17 RCW is not accessible to the public.

- ▲ Enhance information systems to facilitate improved communication within the Department.

Provides the ability to transfer documents and information more readily throughout the Department.

Assumes the implementation of a Department intranet to support improvement.

- ▲ Develop electronic interfaces with local and state entities to enhance public safety.

Aids in the development of the Justice Information Network, a cooperative network of the Department of Corrections, Administrator for the Courts, Department of Licensing, and Washington State Patrol, plus county and local criminal justice entities.

IT Goal 2: Ensure Department automated information systems are standardized and can be integrated with other systems to allow data sharing.

- ▲ Establish and maintain information technology standards.

Supports sharing data electronically, curtails proliferation of hardware and software diversity, and allows for increased purchase power and cost savings. Assists a limited number of information technology staff in support functions.

- ▲ Develop a standard data model.

Ensures that the Department will be able to identify the data, their attributes, and relationships or associations with other data and to share compatible data with other departments and criminal justice entities within the state.

- ▲ Migrate toward standard data development.

Ensures that the Department will be able to process the documentation, reviewing, and approving data unique names, definitions, characteristics, and representations of data elements according to established procedures and conventions adopted by other state agencies.

- ▲ Ensure that future construction plans adhere to sound information technology principles and state and Department standards.

Aids in ensuring that all the necessary conduit, wire, and station drops are taken into consideration prior to contract bid and award.

- ▲ Migrate toward improved software design and development.

Provides for information technology staff training to increase their abilities and processes to improve software design and development based on the Software Engineering Institute (SEI) Capability Maturity Model (CMM).

- ▲ Publish information technology policies and procedures.

Provides consistency in communication and application of the Department's information technology program.

- ▲ Develop standard training programs.

Allows all staff to receive the same standard training program throughout the Department and the technical staff to support, through a customer support program, one standard platform.

- ▲ Develop standard maintenance programs.

Provides for the development of a standard maintenance program for repair and preventative maintenance and to maintain a lower parts inventory.

IT Goal/ 3: Promote and support sound technology investments that enhance Department operation and service delivery.

- ▲ Promote technology resource partnerships that support flexibility and cost effectiveness.

Allows for sharing of technology developments internal and external to the Department reducing the costs for development and programming.

- ▲ Improve the acquisition process.

Provides centralized procurement of hardware and software reducing procurement costs and receiving price breaks on large quantities of like products.

- ▲ Integrate and develop systems to reduce redundant data entry.

Allows for bottom up data entry where data is entered at the source and all other systems are updated automatically negating redundant data entry at each level.

- ▲ Develop a Department video teleconferencing initiative.

Provides for the installation of video facilities to: a) support distance learning (as recommended by ESSHB 2010 Chapter 19); and b) the Prison Litigation Reform Act for offender hearings.

- ▲ Develop and expand the use of technology in offender reporting and tracking.

Encourages the use of enabling technologies to allow for the development of systems to track/ manage individual offenders incarcerated or under community supervision.

- ▲ Enhance the wide area network to facilitate the exchange of data.

Provides a greater ability to exchange data within the Department by increasing throughput and output.

- ▲ Provide a system to identify offender skills/needs to aid in assigning offenders to legislatively mandated programs.

As directed by the Legislature, allows for identification and placement of offenders in various programs to utilize their skills and to better meet their needs.

IT Goal 4: Maximize the effective use of information technology through staff training and support.

- ▲ Provide staff training to ensure proficient effective use of resources.

Ensures that all staff receive the requisite training in technology based subjects and related subjects to better utilize and improve the use of technology in the performance of the Department's business.

- ▲ Establish an infrastructure to support training effectiveness and efficiency.

Provides for the development of lesson plans, video libraries, computer based training, and an instructor staff capable of providing needed support.

- ▲ Provide technical support to all technical users.

Ensures that the appropriate information technology support is provided to all users in support of the performance of their duties.

Future Information Technology Projects

Enterprise System Development

This represents a group of related development and implementation activities that will result in an integrated enterprise system for the Department. It includes:

- ▲ An enhanced infrastructure with increased bandwidth that builds on a new router based network supporting client server, web, and mainframe applications and network management;
- ▲ A Department intranet with an internal web server and external Internet connectivity departmentwide; and
- ▲ Replacement of the current mainframe email system with Microsoft Exchange.

Replacement of the Offender Based Tracking System (OBTS)

The current system has limited flexibility, is not user friendly, and utilizes a non-relational database. Replacement of the system will provide greater performance, a user-friendly graphical interface, faster and easier access to data, improved data integrity, a closer match between system and processes, and reduced downtime. The new design will also incorporate a data warehouse approach. The Department is planning for systems development to begin in Fiscal Year 2000.

Client-Server and Web-Server Application Development

A variety of databases that have been developed on single user systems over time will be converted to central DB2 databases for use across the Department. These databases will provide access to important operational information currently tracked at individual facilities. The Department is also planning to migrate a variety of electronic bulletin boards, paper based policies, forms, and form flow processes to an internal web environment.

Graphically Enhance Network Information Enterprise (GENIE)

This project is anticipated to be fully implemented by July 1, 1999, but will require some additional fine tuning/enhancements as staff begin using it in a production mode. It utilizes technology to maximize the amount of time community corrections officers (CCOs) spend with offenders to

improve community safety and change offender behavior. It includes an offender reporting kiosk and CCO graphical decision support system implemented on notebook computers for portability and use in the field. It will allow CCOs to direct their efforts toward intervening in crime related behavior, enforcing orders of the court, and offering the offenders an opportunity for positive change.

Automated Accounts Payable/Materials Management System

During the next biennium, investigate the acquisition of an automated accounts payable system which integrates materials management, procurement and vendor payments, and ultimately uploads to the state's accounting records in order to enable future efficiencies in business processing.

Year 2000 Compliance and Contingency Planning

This is an ongoing project to ensure that all developed and future systems are compliant with the change in dates at the end of the century (Year 2000). Supports implementation of plans that address embedded chip issues with equipment and systems across the Department. Includes a replacement plan for any equipment needed as a result of Year 2000 compliance problems. Development of a contingency plan to address problems that occur after the Year 2000.

Information Technology Training Infrastructure

Provides for fixed and mobile information technology training centers for staff statewide. This will support the wide array of training that will be necessary to prepare staff for new technologies and applications (including OBTS replacement) as they are implemented.

Video Teleconferencing

Provides for the installation of video facilities to support: a) distance learning (as recommended by ESSHB 2010, Chapter 19); and b) the Prison Litigation Reform Act for offender hearings. It will also allow for cost savings by allowing Headquarters staff to confer with facility personnel without traveling to various locations and provide a method to train personnel concurrently eliminating travel expenses. It will include partnering with other criminal justice agencies and the Department of Information Services to utilize video teleconferencing to conduct offender violation hearings and to conduct parole hearings.

Imaging and Electronic Files

Provides for an imaging feasibility study to determine the viability and cost benefit of an alternative to the current paper systems and processes. Imaging is anticipated to reduce storage space needs, provide better security data, and improve access to information. It will eliminate the need for transfer of paper files between facilities when offenders are transferred.

Disaster Recovery

Provides for implementation of a disaster recovery plan that will allow the Department to quickly bring mission critical systems back on-line following a major disaster.

Information Technology Service Support

Provides for implementation of recommendations from quality teams regarding standard problem determination, triage, and tracking departmentwide.

Computer Based Training

Provides for a computer based training program for staff to ensure currency and ease of training implementation at widely dispersed sites.

Network Voice and Video

Provides for feasibility and implementation of voice and video across the Department's network. Also includes a review of PBX technology throughout the Department.



Notes

NOTES

1. Doris Layton MacKenzie and Laura J. Hickman, What Works in Corrections? An Examination of the Effectiveness of the Type of Rehabilitation Programs Offered by Washington State Department of Corrections, Crime Prevention Effectiveness Program, Department of Criminology and Justice, University of Maryland, 1998.
2. The “So That Chain” is a concept developed by Public Knowledge, Inc., and presented in their training seminar “Instituting Performance and Outcome Measures.”
3. American Correctional Association, American Correctional Association Standards, 1997, p. 55.
4. Don A. Andrews, Recidivism is Predictable and Can Be Influenced: Using Risk Assessments to Reduce Recidivism, Laboratory for Research on Assessment and Evaluation in the Human Services, Department of Psychology, Carleton University, Vol. 1, No. 2, 1989.
5. Joan Petersilia, “Measuring the Performance of Community Corrections,” in Performance Measures for the Criminal Justice System, Bureau of Justice Statistics, U.S. Department of Justice, 1993, p. 72.
6. Doris Layton MacKenzie and Laura J. Hickman, pp. 42-49.
7. Joan Petersilia, p. 72.
8. Judge Fred G. Morrison Jr., “Victim Restitution in North Carolina,” Corrections Compendium, Vol. XIX, No. 7, July 1994, p. 1.
9. M. Kay Harris, Community Service by Offenders, National Institute of Corrections, U.S. Department of Justice, pp. 5-10.
10. American Correctional Association, Best Practices: Excellence in Corrections, Maryland, 1998, pp. 96-97.
11. Ellen K. Alexander and Janice Harris Lord, Impact Statements: A Victim’s Right to Speak; A Nation’s Responsibility to Listen, National Victim Center, Arlington, VA, 1994, p. 21.
12. D.P. Kelly and E. Erez, Victim Participation in the Criminal Justice System, Sage Publications, Inc., Thousand Oaks, CA, pp. 1-14.
13. Doris Layton MacKenzie and Laura J. Hickman, p. 3.
14. Ibid., p. 58.
15. Ibid., pp. 12-17.
16. Subject levels are components of the Basic Skills Program such as reading, writing, math, science, etc., established to explain what competencies a student has achieved in order to be promoted to the next level.
17. Doris Layton MacKenzie and Laura J. Hickman, pp. 22-28.
18. Ibid., pp. 29-35.
19. P. Clark, S. Hartter, and E. Ford, “An Experiment in Employment of Offenders,” paper presented at the Annual Meeting of the American Society of Criminology, New Orleans, LA, 1992, cited by Doris Layton MacKenzie and Laura J. Hickman, p. 33.

20. Doris Layton MacKenzie and Laura J. Hickman, pp. 18-21.
21. Ibid., pp. 18-28.
22. K. Maguire, T. Flanagan, and T. Thornberry, "Prison Labor and Recidivism," *Journal of Quantitative Criminology* 4 (1), 1988, pp. 3-18, as cited by Doris Layton MacKenzie and Laura J. Hickman, p. 29.
23. Charles H. Logan, "Criminal Justice Performance Measures for Prisons," Performance Measures for the Criminal Justice System, Bureau of Justice Statistics, U.S. Department of Justice, 1993, p. 32.
24. Center for Workforce Development, "The Teaching Firm, Where Productive Work and Learning Converge," Education Development Center, Inc., Newton, MA, 1998.
25. Frank J. Ofsanko, Ph.D., A.P.D., and Nancy K. Napier, Ph.D., Editors, Effective Human Resource Measurement Techniques: A Handbook for Practitioners, SHRM Foundation, Alexandria, VA, 1990.
26. Richard F. Federico, "Multiculturalism Makes Good Business Sense," Compensation & Benefits Management, Vol. 10, No. 2, Spring 1994, pp. 32-27.
27. Elaine Lowry, "Diversity Training is Productivity Training," PA Times 16(6), 1993, p. 8.
28. Senge, Peter M., The Fifth Discipline: The Art and Practice of the Learning Organization, New York, Doubleday Inc., 1994.
29. The Washington State Quality Self-Assessment Tool, designed to be completed annually, is an aid to all Washington State agencies in describing progress toward becoming a high performing organization. Based on the *Baldrige National Quality Award* and the *Washington State Quality Award*, this detailed look at the Department will help determine the focus of change and improvement each ensuing year.
30. R.E. Earnest, "Characteristics of Proactive and Reactive Safety Systems," Safety Management, November 1997, pp. 27-29.
31. Charles H. Logan, "Criminal Justice Performance Measures for Prisons," in Performance Measures for the Criminal Justice System, Bureau of Justice Statistics, U.S. Department of Justice, 1993, pp. 43-45.
32. Ibid., p. 27.
33. Richard H. Perry Jr., "A New Approach to Safety Centered on Concern, Competency and Communication. Three C's for the Next Century," Professional Safety, June 1998, p. 37.